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# Canadian child care in context: perspectives from the provinces and territories

Alan R. Pence

Coordinating Editor

## Volume I

British Columbia  
Manitoba

Alberta  
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CANADIAN  
NATIONAL  
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STUDY



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## CANADIAN NATIONAL CHILD CARE STUDY

### CANADIAN CHILD CARE IN CONTEXT: PERSPECTIVES FROM THE PROVINCES AND TERRITORIES

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This component of the Canadian National Child Care Study is a cooperative research project among members of the National Day Care Research Network, Statistics Canada, the Department of Health and Welfare Canada, and members of the twelve provincial and territorial report teams who participated in the development of *Canadian Child Care in Context: Perspectives from the Provinces and Territories*. Primary funding was provided by the Child Care Initiatives Fund, Department of Health and Welfare Canada; supplemental funds were provided by the Social Sciences and Humanities Research Council of Canada, and the Provinces of Ontario and New Brunswick.

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## ACKNOWLEDGEMENTS AND DEDICATION

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Ovide Mercredi, Grand Chief of the Assembly of First Nations, spoke eloquently to the relationship between the health of children and the health of a nation:

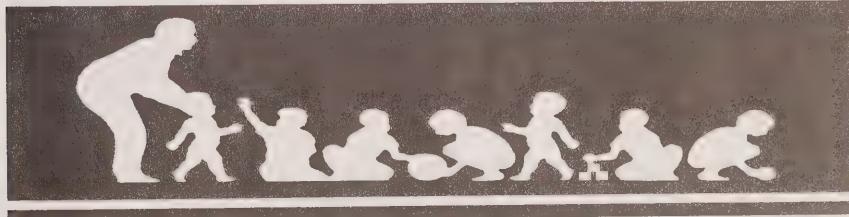
When you heal a child, you heal a family;  
When you heal a family, you heal a community;  
When you heal a community, you heal a nation.

*Vancouver, June 20, 1991*

The same can be said for the loving care of a child. When you provide loving and supportive care to a child, you provide care and support to a family; when you provide care and support to a family, you provide care and support to a community; and when you provide care and support to a community, you provide care and support to a country.

It is to those countless caregivers across Canada who have provided loving, supportive care to the children of this country that these volumes are dedicated in the hopes that the enormity of their everyday gifts of love and care will become known and appreciated.

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## INTRODUCTION

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The roots of child care in Canada are found in the provinces and territories. The unique histories, governmental priorities, socio-demographic characteristics, economies and other elements of the provincial/territorial "ecology" have shaped the form and structures of child day care somewhat differently in each jurisdiction. This series from the Canadian National Child Care Study (CNCCS), *Canadian Child Care in Context: Perspectives From the Provinces and Territories*, captures for the first time the ecological context from which child care in Canada has developed.

The words of these reports originate from the provinces and territories. Individuals, who are themselves a part of the child care field in their province or territory, describe not only the broader socio-historical, demographic and economic context of the province/territory, but also recount the history of the development of child care services within that context. Each Report is unique, as is each province and territory. The editorial team provided a framework for each of the chapters, and the members of the report team in each province and territory provided the substance to give the framework form. As much as possible the uniqueness of each province and territory has been preserved during the editing process.

The result is a series of reports whose essence is diversity, a characteristic that holds for child care in Canada as well. Some of the reports are long, some short; some histories focus on government actions, others on grassroots movements; some use one combination of tables and figures to describe the social, demographic and economic structure of their province/territory, while others select a different set. The reports, while accepting a common framework, reflect the uniqueness and individuality of their team members, authors, consultants and province/territory.

The origin of this provincial territorial report series is within the broader context of the Canadian National Child Care Study (CNCCS), whose principal focus was the National Child Care Survey. The need for a national survey of child care needs, usage patterns, and satisfaction issues was first identified at a meeting of child care researchers held in Vancouver in December of 1983. From those earliest meetings the desire for an ecological, or contextual, approach to the study was acknowledged. As the CNCCS Project slowly moved towards full funding during the years 1984-1988, the necessity for a provincial/territorial component to the Study became clearer. In the fall of 1988 the four principal investigators (Lero, Pence, Brockman and Goelman) agreed to mount a full provincial/territorial report series as part of the larger CNCCS. Alan Pence and the research team at the University of Victoria agreed to take the lead in its development.

The first step towards that end was the identification of a report development team in each province and territory. Insofar as the story of child care in any given jurisdiction is understood somewhat differently depending on what membership or position one holds, a decision was made to include on every team individuals representative of at least four perspectives: government, education/training, advocacy, and the developing profession of early childhood education and care. In a number of provinces/territories additional criteria including geographical and program-related considerations were added to the four core elements.

Over sixty individuals from across the twelve jurisdictions were contacted early in 1989 and asked to serve either as team members or consultants to the CNCCS provincial/territorial project. Each team quickly took on a form and life of its own. Some teams met regularly and divided the responsibility for the report among team members; others, in part due to great distances, depended on telephone contact. Some teams subcontracted writing responsibilities outside the team, while in other instances a couple of individuals carried most of the load throughout the period of the report's development. In all cases the team coordinators did an outstanding job in completing the task.

The results of those two years of effort represent a very significant "first" in Canadian child care -- the story of Canadian child care written from the perspective of the individual provinces and territories. Each provincial report is made up of six chapters, and each territorial report of five chapters.\*

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<b>Chapter One:</b>	A Socio-Geographic Overview of the Province/Territory
<b>Chapter Two:</b>	An Historical Overview of Child Care in the Province/Territory
<b>Chapter Three:</b>	An Overview of the Child Care Legislation in the Province/Territory
<b>Chapter Four:*</b>	National Survey Data for the Province*
<b>Chapter Five:</b>	A 1989-1990 Addendum for the Province/Territory
<b>Chapter Six:</b>	A Bibliography of Child Care Publications for that Specific Province/Territory

\* (It was not possible to collect survey data in the territories, given Statistics Canada collection methodology. Therefore, territorial reports do not contain a Chapter Four).

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The provincial/territorial series is designed to be read either in concert with other publications from the Canadian National Child Care Study, or as a stand-alone series. The other publications from the CNCCS focus on a broad range of child, family, caregiving and employment topics, providing primarily a national picture but including a range of provincial data as well. (For a list of CNCCS publications see the back cover page.) Data for the National Series is based on responses to the National Child Care Survey which was conducted in the fall of 1988.

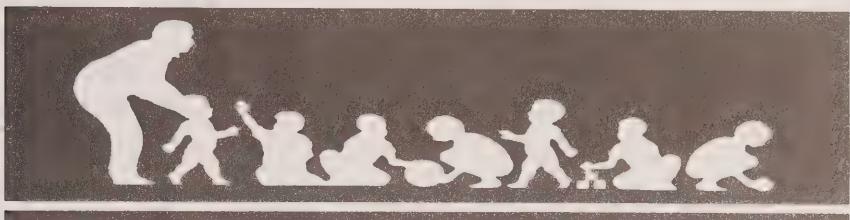
The National Child Care Survey represents one of the largest social science research projects ever undertaken in Canada and possibly the largest child care study to date internationally. Over 24,000 Canadian families were surveyed; these families included over 42,000 children under the age of thirteen. Topics included in the survey ranged from child care utilization and satisfaction questions, to family's work-family tension and neighbourhood support systems. The typical interview took approximately 50 minutes to complete.

The size of the Project required a collaborative approach, and the Special Surveys Branch of Statistics Canada has been the principal investigators' close and capable collaborators throughout the long history of the CNCCS. The support and involvement of Statistics Canada extends into the present with their role as publisher and distributor of a full National Series of reports as well as the Provincial/Territorial Report Series -- another first for a very unique Project.

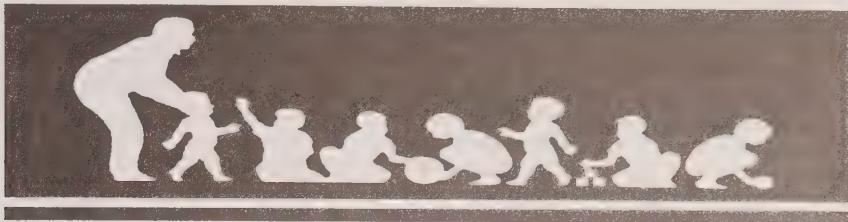
In summary, I would like to acknowledge and thank the many, many team members from every province and territory in Canada who have contributed to this unique undertaking. Through their contribution to this series, they have revealed the roots of our caring in order that we may more clearly understand the present and more capably plan for the future.

Alan R. Pence, Coordinating Editor

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## A NATIONAL PERSPECTIVE AND FOREWORD - CANADIAN CHILD CARE IN CONTEXT: PERSPECTIVES FROM THE PROVINCES AND TERRITORIES

*by Howard Clifford,  
National Day Care Advisor, Health and Welfare Canada*

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I am pleased to have been invited to contribute a national perspective on child care in Canada. My comments will also serve as the foreword to a unique undertaking in our field -- the development of the first child care series to describe the historic evolution and the broader socio-demographic and regulatory contexts out of which child day care has emerged within each of the provinces and territories of Canada.

It is evident that the provincial/territorial teams organized by Alan Pence and the CNCCS research team at the University of Victoria, faced a time-consuming task in sifting through, pulling out, and fashioning together a coherent and meaningful synthesis from information garnered from a variety of sources. From this reader's perspective, that effort was well spent for these Reports will provide a baseline of information upon which the ongoing evolution of the field can be assessed. Evidence of the dynamic changes child care is currently undergoing in Canada is the fact that each province/territory has added an addendum to include developments since the fall and winter of 1988, the point which serves as the benchmark for the Reports and for the broader Canadian National Child Care Study.

A review of the Reports has triggered a number of thoughts. I am reminded of the pivotal roles that key individuals have played in influencing the development of the field and the need to recognize these contributions in order to forge a deeper identification with our history. I am also reminded of the rather complex interplay that takes place in a context where national actions influence child care developments within a program area of provincial jurisdiction. This mix, with its strengths and weaknesses, has resulted in a unique child care mosaic quite unlike that found in any other country. The following pages chart my reactions and thoughts, and by focusing more on national events, provides a thread that connects, in part, the unique and different experiences of each province and territory captured so well in their own Reports.

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### The Need for Remembering and Recognizing Our Leaders

In reviewing the Reports I especially value the information obtained through personal communication with those who were central to the evolution of day care in Canada. The need to continue the task of gathering information, which often exists outside of published and official documents and which adds to our understanding of the various pathways day care has taken, is great. Unfortunately, if these personal insights and perspectives are not captured, the information will be irretrievably lost to the field and to our history.

An example of a small incident which took place at the federal level illustrates the importance of unwritten information. The incident involved provincial colleagues speculating why the federal government's 1974 Likelihood of Need Guidelines included a requirement that federal cost-sharing not exceed the provincial average income. I knew that the draft guidelines did not have this requirement, however, the minister of the day being sensitive to the criticism that lower income families were paying through their taxes for services to better income families, added the net average income ceiling provision. Obviously the unwritten rationale for this decision, as well as for many like decisions, would provide valuable background to our histories. It is incidences such as this that are in danger of being obscured by the passing of time.

Fortunately, day care is a young profession and many of the key players who were privy to the various developments are still available. They not only represent a critical resource to enhance our historical understandings, but their stories also add a needed sense of continuity and identity to the field. Each profession is rooted in its own history and needs its own leadership legends that symbolize the field.

Within the field of child day care it has been my privilege to meet individuals such as Elsie Stapleford, Greta Brown, Gladys Maycock, and many others of similar stature who were pivotal to the early developments of the field. An experience that still evokes a sense of sadness occurred a few years after Elsie Stapleford retired from her leadership position in Ontario. I had referred to her contributions in a presentation made at a day care conference in Toronto. Following my talk I was chatting with a group of young early childhood graduates embarking on their day care careers and was astounded by their questions as to who was this Elsie Stapleford.

This incident along with the recognition that the field suffers from a high rate of staff turnover, increased my awareness of the need to develop a sense of continuity and historical perspective in the field. Each time we lose a Greta or a Gladys I feel a sense of guilt and remorse over not taking more time to gather their unpublished thoughts and experiences that would add immeasurably to an understanding of our heritage. Hopefully the next few years will witness a determined effort to obtain this type of information, which is at present largely outside of the public domain. Indeed, the development of the Provincial/Territorial Series encouraged several of the provinces to seek and receive additional funding to further develop their own histories.

Ensuring that we capture the experiences of leaders in our field is one way we can develop a national sense of our history, its roots arising out of the various provinces. But in addition to this history for us all to share, are certain key events important across all or most of the provinces and territories, and those will be briefly noted below.

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### A Perspective on Several Key National Events in Canadian Day Care

**Canadian Assistance Plan.** Although there was a brief flurry of child care activity during the period of the Second World War (as noted in a number of the Provincial Reports), the first major piece of federal legislation to impact on all provinces and territories was the Canadian Assistance Plan (CAP). The establishment of CAP made possible the steady growth and evolution of day care. The leverage value of the cost-shared dollar should not be underestimated. I first became conscious of the CAP impact on program development during the late 1960s when I worked for the City of Edmonton. The typical annual scenario included direction to each departmental superintendent to cut his or her budget by a certain percentage. However, the superintendent of Social Services was in the enviable position of pointing out that the city would lose a hundred dollars of service for every budgetary reduction of twenty dollars due to the fact that the province paid 80% of the expenditures. Consequently Social Services inevitably came off better than the other departments not enjoying a cost-shared relationship.

In turn, day care advocates used this leverage argument with the province, arguing that for a 30% dollar they would obtain contributions from the municipality of 20% and 50% from the federal government.

**Local Initiatives Program.** The Local Initiatives Program (LIP) introduced by the federal government in the early 1970s also had a significant impact on day care. Although primarily a job creation program, a large number of day care centres got their start through this program. Examples of such program initiatives can be found in many of the Reports. Once the program ended, there was considerable pressure on the provinces to financially support these centres.

**Royal Commission on the Status of Women.** In 1972, following recommendations by the Royal Commission on the Status of Women that the federal government provide a professional leadership thrust to promote high quality day care across Canada, the federal government created a national day care consultant position and established the National Day Care Information Centre. Through this mechanism, the federal government was privy to many of the provincial/territorial program thrusts and obtained some measure of influence in program consultation with provincial/territorial colleagues.

**National Conference on Day Care -- Winnipeg 1982.** Unquestionably, this conference, funded by the federal government and co-sponsored by Health and Welfare Canada and the Canadian Council on Social Development, was the most talked about conference and generated the most excitement of any day care conference held in Canada to date. It spawned two national organizations which continue to influence the field. The first was the Canadian Day Care Advocacy Association and the second was the Canadian Child Day Care Federation. Although the voluntary sector has always been a prime mover of day care locally and provincially, these two organizations expanded this base to a national level.

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### Provincial Synergy Within a Federated System

Although federal programs helped to shape the form and direction of day care in Canada, especially in the expansion of non-profit programs, the face of day care in Canada has been markedly influenced by provincial jurisdictions. Critics are quick to point out that provincial jurisdiction has created a patch-work quilt of uneven distribution, disparate standards, and disjointed policies. On the other hand, the positive side of the jurisdictional reality is a degree of creative energy, experimentation, and innovation responsive to local conditions

that would not be possible in a national, monolithic system. However, it needs to be emphasized that day care in Canada cannot be solely explained by the provincial jurisdictional context. Canadian day care is the result of a peculiar hybrid -- neither completely federal nor completely provincial. The federal initiatives, especially the cost-sharing ones, frequently shape provincial choices, while provincial jurisdiction accounts for some of the remarkable differences between neighbouring provinces. Beyond the federal/provincial mix, is a strong element of synergism between provinces. A given provincial innovation is often borrowed by another. Numerous provinces spear-headed leadership thrusts at different times.

It should also be pointed out that the timing of provincial readiness to embark upon a day care program would sometimes coincide with specific philosophies in vogue at the time, thereby shaping program directions. For example, as the provincial history section of Saskatchewan report states, day care cooperatives were a natural extension of the co-op approach to other enterprises in Saskatchewan. However, this approach was given additional impetus by the fact that the day care philosophy of that period was emphasizing parental control and involvement. Thus Saskatchewan was in a position to initiate its program at a time when parent cooperatives would be considered avant garde.

This emphasis on parent control also influenced the newly elected N.D.P. government of British Columbia when they opted to model their program on a parent voucher system. British Columbia was the first to move from a needs tested subsidy to an income tested subsidy. This was felt to be less intrusive and more efficient to administer. Subsequently, every province, apart from Ontario, adopted this approach.

Manitoba pioneered the direct operating grant to support the formal day care sector and to augment parental subsidies. This thrust was eventually adopted in one form or another by most provincial/territorial jurisdictions. A cousin to the direct operating grant, again introduced by Manitoba, was the salary enhancement grant which has been the inspiration for similar approaches by other provinces/territories, including Ontario, Nova Scotia, and the Yukon.

It is noteworthy that at different times, almost all of the jurisdictions have had a leadership thrust that has influenced day care in the rest of the country. Each jurisdiction has seemed to follow a natural cycle of providing innovative leadership, reaching maturity, losing some of its vitality and then having some of the gains eroded as the social, economic, and political climate changed. Inevitably, some other region of the country would ascend to the forefront and their innovations would in turn influence neighbouring provinces or the country as a whole. The exciting part of the diverse but creative mix that we call Canadian child care usually provides some ground for optimism to those who value day care. While it may be true that at any one time day care may seem dormant in one part of the country or even in full retreat, in another jurisdiction it is emerging to a new sense of vitality and innovation.

The pluralism that exists in the Canadian context, well represented in these Provincial/Territorial Reports, and the diversity of approaches that have been taken represent a gold-mine for researchers and for policy makers. The wealth of information to be gleaned from these diverse approaches is mostly waiting to be extracted. Even a short list of differences in jurisdictional approaches to day care conjures up innumerable opportunities for evaluation of issues that have been the subject of ongoing controversy. For example a number of studies, including the United States' National Staffing Study, suggests that non-profit auspices is the single most important variable associated with higher quality of care. Critics

of these findings claim that quality differences can be reduced or eliminated through higher licensing standards and through equal funding patterns.

Having twelve licensing jurisdictions provides significant research opportunities to examine the impact of standards on quality. The opportunity to determine to what extent each sector may have been involved in maintaining the status quo, or conversely, involved in the improvement of licensing standards, is available in Canada.

Likewise there exists an unexcelled opportunity to study the question of whether auspices is associated with the quality of care offered when equal funding is available. No jurisdiction in North America has been as generous as Alberta in providing direct operating grants and parental subsidy equally to both the for-profit and non-profit sectors. If research, taking the above factors into consideration, affirm the advantage to the non-profit sector, then the impact of the Welfare Service's provisions of the Canada Assistance Plan on the quality of care has indeed been significant.

Different models of service delivery is another area of ongoing interest to policy people. Some provinces have opted for a centralized approach while others have regionalized their administration. Some have vacillated back and forth. Others have delegated delivery of service to the municipalities. The opportunity therefore presents itself to examine the effects on programs by the various administrative approaches.

The type of financial control mechanisms chosen by a province impacts differentially upon day care programs. Some jurisdictions control expenditures by limiting the number of subsidized spaces through contract agreement with individual centres. Other mechanisms have included the establishment of maximum subsidy per diems, freezing of grants to existing services, and placing a temporary ban on the issuing of new licences. An analysis of the impact on the service and upon the consumer by these various approaches would be most helpful.

Jurisdictions across the country are at different stages in addressing the common concerns. Some are experimenting with different training models including certification and competency models. Other jurisdictions, such as Quebec, have placed school-age day care within the school system. Ontario more than most provinces, is beginning to experience the impact of full-time kindergarten and junior kindergarten on the demand for day care. Evaluation of these different approaches and experiences would be extremely useful to other jurisdictions who are or will be addressing these issues.

Certainly our histories and programs are as rich as they are divergent, and the rewards of gathering and evaluating our histories are many. *Canadian Child Care in Context: Perspectives From the Provinces and Territories* represents a much-needed start on a fuller understanding of child care in Canada and hopefully will stimulate ongoing work. The need is pressing.

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# **CANADIAN NATIONAL CHILD CARE STUDY**

## **CANADIAN CHILD CARE IN CONTEXT: PERSPECTIVES FROM THE PROVINCES AND TERRITORIES**

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This component of the Canadian National Child Care Study is a cooperative research project among members of the National Day Care Research Network, Statistics Canada, the Department of Health and Welfare Canada, and members of the twelve provincial and territorial report teams who participated in the development of *Canadian Child Care in Context: Perspectives from the Provinces and Territories*. Primary funding was provided by the Child Care Initiatives Fund, Department of Health and Welfare Canada; supplemental funds were provided by the Social Sciences and Humanities Research Council of Canada, and the Provinces of Ontario and New Brunswick.

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## Chapter 1

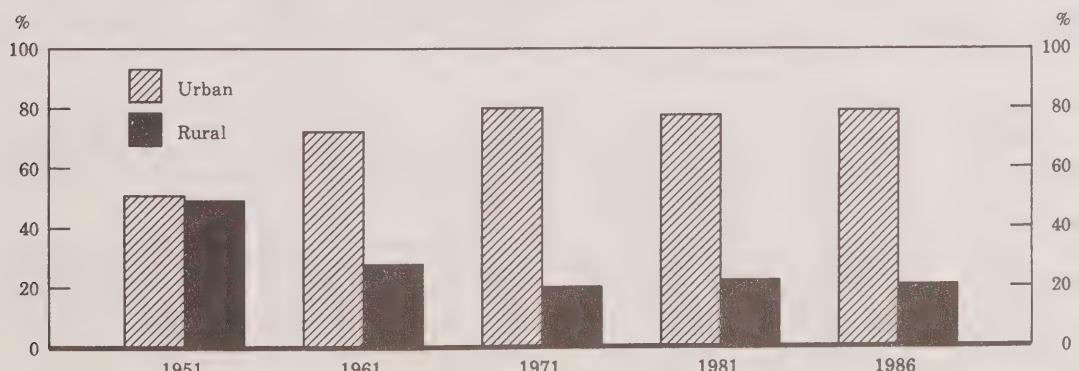
### A SOCIO-GEOGRAPHIC OVERVIEW OF BRITISH COLUMBIA

British Columbia, Canada's most westerly province, extends along the Pacific Ocean from Alaska and the Yukon in the north to the border with the United States at the 49th parallel in the south. The geography of the province is diverse: the entire length of the coastal landscape is characterized by islands and fjords with dense forests near water's edge giving way to high, snow-capped peaks. In contrast, the central interior is a much dryer climatic zone with forested mountain regions bordering the plains of the northeast. The southwest corner of the province boasts lush, agricultural land.

With an area of 948,596 sq. km., B.C. is Canada's third largest province after Quebec and Ontario. In 1988 the provincial population surpassed three million people, placing B.C. third in population after Ontario and Quebec. Over one-half of British Columbians live in urban centres of 100,000 or more population, with another 4.5% in cities of 50,000 to 99,999. Only 20.8% of the population live in cities of less than 24,999, with 8.7% living in cities of 25,000 to 49,999 (see Figure 1.1). The main regions of the province are sometimes called "the coast" and "the interior." On the coast, the lower mainland is dominated by the city of Vancouver with a population of 451,778 (1989). The greater Vancouver area contains 50% of the province's population and is the province's commercial, industrial, and cultural centre. Most of the secondary consumer goods manufactured in the province, as well as major transportation and transfer facilities, head offices, and most of the cultural and entertainment attractions are found in Vancouver and neighbouring municipalities such as Surrey, Delta, Richmond, Burnaby, and Coquitlam.

**Figure 1.1**

**British Columbia Urbanization Rate**



Source: Statistics Canada. (1986). *Census of Canada*.

The region around Georgia Strait encompasses slightly more territory, including greater Victoria (population 250,000) and the southeast coast of Vancouver Island as well as the lower mainland. This area contains 70% of the population of B.C. Victoria is the seat of government for B.C. and is sustained economically through government employment, tourism, light industry, and a few large employers such as the University of Victoria.

Other large cities are primarily processors of natural resources and service and supply centres for subregions throughout the province. Centres with a population of approximately 45,000 - 70,000 include Prince George, Kamloops, Kelowna, and Nanaimo. Smaller cities with populations of 15,000 to 40,000 include Cranbrook, Kimberley, Trail, Castlegar, Penticton, Vernon, Dawson Creek, Fort St. John, Prince Rupert, and Port Alberni. Much of the evolution of resource-based economic activity in B.C. has been concerned with linking together these separate regions and their cities into a broader provincial economy.

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## A Resource-Based Economy

Resource-based activities have been the basis of B.C.'s economy throughout its history. For many thousands of years, native peoples on the coast and in the interior depended on the bountiful land and sea for food and clothing. Initially, Europeans were attracted to the region by the trade in furs, but as they settled, mineral resources such as gold and coal became the most sought-after commodities. By the 1880s lumber and fish were among the province's major exports, as they are today.

As population increased in the 20th century and concentrated in or near the ports of the southwest, consumer goods manufacturing became a more significant component of the economy. Management and financial activities concerned with resource development remained in the coastal cities--mainly Vancouver--thus perpetuating a long-established contrast between the primary resource activities of the north coast and interior and the secondary commercial, business, and assembly activities of the southwestern cities.

Today, employment in business, finance, trade, service, and manufacturing makes up approximately 70% of the provincial work force. About 7% of the labour force are employed in forestry, fishing, mining, and agriculture. Resource-based population centres include Kamloops and Prince George in the interior, Prince Rupert and Kitimat on the northern coast, and Dawson Creek and Ft. St. John in the Peace River lowland. Each of these is the centre of a separate subregion of the province, and each depends more on world markets than on local markets.

About 55% of B.C. is forested, and 17% of the forested land in the province contains about 40% of the merchantable wood in Canada. Also, a wide range of metals including lead, zinc, gold, silver, molybdenum, copper, and iron have been discovered throughout the mountain regions of the province.

The physical environment of B.C. is itself a valuable resource, attracting tourists from throughout the world. Expo 86 further stimulated B.C.'s tourism industry, which now hosts 16 to 20 million visitors annually. Revenue generated by tourism has consistently surpassed the \$3 billion mark each year since 1986.

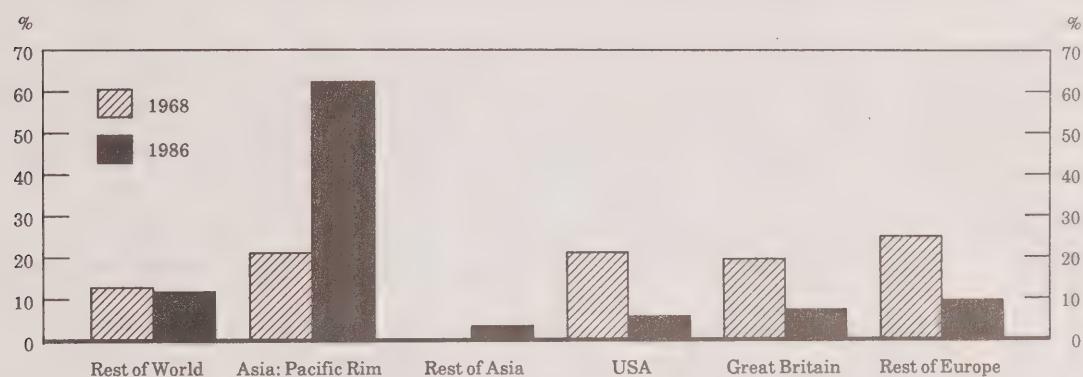
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## Immigration Trends

Immigration to the province has been, and continues to be, a significant factor affecting the economy of the province. In the early 1880s many Chinese people, among others, came to B.C. as labourers for the building of the Canadian Pacific Railway. Subsequent to the completion of the railroad, many of these workers settled in Vancouver where they formed the largest Chinese community in Canada. East Indians formed a second significant immigrant group in the late 1800s and early 1900s. Today, people from India, Pakistan, Malaysia, the Philippines, Hong Kong, Japan, and China, as well as many non-Asian immigrants, bring their cultural traditions to the province. Since 1970, the influx of large numbers of east, southeast, and south Asian immigrants has impacted on B.C.'s social traditions (see Figure 1.2).

Figure 1.2

B.C. Immigration by Source (%) 1968 and 1988



Source: British Columbia, Ministry of Social Services and Housing. (1989). *Business Plan, October 1990/91*. Prepared for Ministry of Social Services and Housing by the Planning and Statistics Division, B.C. Based on Statistics Canada data, (CAN-SM-Mini-Base and Demography Division), Ottawa, ON: Statistics Canada.

In addition to immigration from outside Canada, British Columbia has at various times been a significant destination for within-Canada immigration from other provinces. In the period between 1978-1980 net migration to B.C. from other provinces totalled over 90,000. From 1984 to 1986 net migration into B.C. declined, but by 1988 net migration into the province again climbed to over 25,000 (see Table 1.1).

Table 1.1

Inter Provincial Migration Estimates for British Columbia 1977-1988

	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988
In Migration	62,775	65,401	76,623	79,950	68,708	45,889	43,928	41,989	42,568	48,108	70,305	79,403
Out Migration	47,268	44,703	43,382	39,785	48,823	47,908	39,899	34,484	45,767	48,609	50,654	49,520
Net Migration	15,507	20,698	33,241	40,165	19,885	-2,019	4,029	3,505	-3,199	-501	19,651	29,883

Source: Prepared by the Canadian National Child Care Study. Based on the Quarterly Components of Population Change for B.C. Prepared by the Planning and Statistics Division of B.C., based on Statistics Canada data, (CAN-SM-Mini-Base and Demography division), Ottawa, ON: Statistics Canada.

Table 1.2 shows the percentage of B.C. respondents in the 1986 Census of Canada who indicated British, French, or other ethnic origin. Table 1.3 displays a breakdown of the number of B.C. respondents reporting ethnic origins other than British or French. Table 1.4 reveals the number of respondents reporting mother tongues other than the two official languages.

**Table 1.2**

**Ethnic Origins 1986**

British Columbia	Population	%
<b>Total British only</b>	<b>1,190,310</b>	<b>41.8</b>
<b>Total French only</b>	<b>69,095</b>	<b>2.4</b>
<b>Total British and French</b>	<b>106,370</b>	<b>3.7</b>
<b>Total other</b>	<b>1,483,810</b>	<b>52.1</b>
Other only	925,085	32.5
British and other	432,590	15.2
French and other	37,135	1.3
British, French and other	89,000	3.1
<b>Total</b>	<b>2,849,585</b>	<b>100.0</b>

Source: *Policy and Research, Multiculturalism Sector. (1990). Multiculturalism and Citizenship.*

**Table 1.3**

**Most Frequently Reported Ethnic Origins, Other Than British or French, 1986**

Ethnic Origin	Single origins	Multiple responses	Total
German	148,280	262,785	411,065
Scandinavian	55,790	124,475	180,265
Dutch	62,950	95,285	158,235
Ukrainian	48,200	95,140	143,340
Aboriginal	61,500	65,120	126,620
Chinese	112,605	12,925	125,530
Italian	46,755	45,835	92,590
South Asian	71,765	7,140	78,905
Polish	19,305	55,190	74,495
Russian	14,170	20,680	34,850
Hungarian	13,000	14,580	27,580
Jewish	12,235	13,635	25,870

Source: *Policy and Research, Multiculturalism Sector. (1990). Multiculturalism and Citizenship.*

**Table 1.4**

**Non-Official Languages Most Frequently Reported As Mother Tongues, 1986**

British Columbia	Single Mother Tongue	Multiple responses	Total responses
Chinese	84,465	12,130	96,595
German	80,070	14,235	94,305
Punjabi	36,045	9,935	45,980
Italian	26,160	5,330	31,490
Dutch	23,985	3,395	27,380
Portuguese	10,755	1,705	12,460
Russian	8,560	2,160	10,721
Polish	8,605	2,005	10,610
Hungarian	8,635	1,530	10,165
Japanese	8,095	1,645	9,740

*Source: Policy and Research, Multiculturalism Sector. (1990). Multiculturalism and Citizenship.*

B.C. Ministry of Education *Public School Statistics*, 1985-1987, indicate that an average of 20% of the student population in Vancouver is enrolled in English as a Second Language (ESL) classes at any given time. However, this statistic does not reveal the full extent of the impact of immigration in Vancouver, since over 50% of Vancouver students come from non-English speaking homes and 75% of the non-English speaking students of the lower mainland live in the Vancouver School District.

## Political Overview

British Columbia, a province of dramatic contrasts in geography and population, is also a province of political contrasts. In 1952, a newly created party led by W.A.C. Bennett broke away from the Conservative Party and called itself the Social Credit Party. The party formed a minority government in 1952 and with clear majorities in subsequent elections, led the province for twenty years during a period of enormous resource development and growth, particularly in the interior of the province. Despite the strenuous objections of the opposition parties, much government revenue of the time was directed to various large scale mega-projects, particularly during the years between 1968 to 1972.

With the virtual disappearance of the provincial Liberal and Conservative parties in the 1960s, the New Democratic Party became the official opposition. Led by David Barrett, the NDP served only one term in government in the period 1972-1975. The Social Credit Party returned to power in 1975 and has remained in power ever since. During this period, the electorate has tended to polarize in roughly equal numbers around the two parties, with Social Credit advocating free enterprise and fiscal restraint in government and the NDP advocating government economic and social involvement.

The polarized nature of politics in British Columbia has tended to be reflected in the volatile labour climate over the years. A much higher percentage of workers are unionized in B.C. than in the rest of Canada, and for a number of years B.C. was known for frequent, prolonged strikes. Strong labour solidarity has also been attributed to the "boom and bust" cycles characteristic of a resource-based economy; disputes in forestry and construction are particularly bitter because these industries are already vulnerable to seasonal and cyclical change.

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## Population

### Eighty Years of Growth

The turn of the century saw British Columbia's total population at 178,657 with men outnumbering women two to one. The most dramatic increase in total population occurred during the following decade when the population more than doubled to 392,480. The male/female ratio remained the same. In succeeding decades the population grew steadily, with each census reporting a rise of 200,000 to 300,000 people and the gap in male/female ratio gradually disappearing.

British Columbia's steady population growth is attributable to a number of factors, including both internal Canadian immigration and external foreign immigration. Economic booms and the milder coastal climate prove attractive to immigrants when compared with less favourable economic conditions and weather patterns in the other Canadian provinces and territories. According to the 1986 census the smallest proportional population increase occurred during the recession of the early 1980s. During this five year period (starting in 1981 and ending in 1986) British Columbia's population expanded by only 138,900 new persons. In comparison earlier increases averaged between 250,000 and 275,000 persons for the five year periods 1961 to 1966, 1966 to 1971, 1971 to 1976, 1976 to 1981.

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### Young Children in B.C.

Other demographic trends and changes taking place in B.C. include a comparative increase in the preschool-age population. During the first half of the century when the general population often doubled every decade, the number of children ages 0-4 increased only slightly. However, during the World War II and post-war era, the so-called baby boom occurred in British Columbia as it did elsewhere. The number of children aged 0-4 years in 1941 was 59,512 or 7.2% of the population; this number more than doubled to 125,886 or 10.8% of the population in 1951. The rapid increase continued, though not as dramatically, until the late 1960s when the number of young children actually decreased somewhat, as it did elsewhere in the country (see Table 1.5).

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Table 1.5

## Population: Totals and Percentages by Age, Group and Sex

Year	Sex	Pop. Total	%	0-4	5-14	15-24	25-44	45-64	65 +
1921	T	524,582	100.0	9.5	19.0	14.0	35.7	18.3	3.5
	M		55.1						
	F		44.9						
1931	T	694,263	100.0	7.5	16.0	17.0	129.2	23.0	5.5
	M		55.5						
	F		44.5						
1941	T	817,861	100.0	7.3	14.1	16.6	29.4	24.2	8.3
	M		53.2						
	F		46.8						
1951	T	1,165,210	100.0	10.8	15.3	12.9	30.0	20.0	10.8
	M		51.2						
	F		48.6						
1956	T	1,398,464	100.0	11.2	17.8	12.4	29.2	18.6	10.8
	M		51.5						
	F		48.5						
1961	T	1,629,082	100.0	10.8	19.8	12.8	26.9	18.9	10.2
	M		50.9						
	F		49.1						
1966	T	1,873,674	100.0	10.1	20.6	15.4	25.1	19.3	9.5
	M		50.6						
	F		49.4						
1971	T	2,184,620	100.0	8.0	19.9	17.7	25.1	19.9	9.4
	M		50.4						
	F		49.6						
1976	T	2,466,605	100.0	7.0	17.1	18.6	27.4	20.1	9.8
	M		50.0						
	F		50.0						
1981	T	2,744,470	100.0	7.0	14.5	17.9	30.3	19.5	10.9
	M		49.7						
	F		50.3						
1986	T	2,883,370	100.0	7.1	13.4	15.2	32.5	19.7	12.1
	M		49.5						
	F		50.5						

Source: Statistics Canada. (1987). *The Nation: Age, Sex, and Marital Status.* (Cat. No. 93-101).

Since the 1976 census, however, the number of children under school age has been increasing steadily from 173,270 to 191,205 in 1981, and then to 204,755 in 1986. Nonetheless, the percentage of children aged 0-4 has remained at around 7% of the total population for this period, which is similar to patterns throughout Canada.

### Adults

British Columbia's adult population has increased steadily since 1901. However, the number of people under 24 years of age decreased during the recession years (see Table 1.5). Predictably, the percentage of the population aged 65 and over has increased somewhat since 1971 from about 9.4% to 12.1% at present. Since 1971, the greatest increase in the population, however, has been among the group of adults of wage-earning age.

## The British Columbia Labour Force

### Employment

The total labour force of British Columbia for certain periods from 1901 to 1988 is presented in Table 1.6.

Table 1.6

Male and Female Workforce Participation

Year	Total Population		Males		Females	
	Total Workforce	% of Total Population	Number in Workforce	% of Total Workforce Population	Number in Workforce	% of Total Workforce Population
1901 <sup>1</sup>	81,344	45.53	76,582	67.08	4,762	7.38
1921	219,578	41.86	194,061	66.15	25,497	11.03
1951	444,352	38.13	346,374	58.02	97,978	17.24
1976 <sup>2</sup>	1,117,000	45.20	694,000	62.30	422,000	37.00
1986 <sup>3</sup>	1,451,000	50.10	829,000	57.00	622,000	42.00
1988	1,515,000	48.78	849,000	56.00	666,000	43.96

Source:<sup>1</sup> Canada, Dominion Bureau of Statistics. (1951). *Labour Force-Occupations and Industries. Ninth Census of Canada 1951. Volume IV*.

Source:<sup>2</sup> Statistics Canada. (1984, February). *Labour Force Annual Averages*. (Cat. No. 71-529).

Source:<sup>3</sup> Statistics Canada. (1989, March). *Labour Force Annual Averages*. (Cat. No. 71-529).

The percentage of all British Columbians comprising the paid labour force remained around the 40%-45% mark until the Depression/World War II era when, as would be expected, many men were either unemployed or overseas. However, even though the percentage of men employed dropped during the 1930s and 1940s, women's employment increased somewhat. An increase in part-time employment during the Depression and increased female participation in traditionally male occupations during World War II had a minor effect on the statistics, but the greatest increase of women in the work force has occurred in the last 20 years. As of 1988, 56.5% of women were employed in the out-of-home paid labour force, constituting 43.9% of the total. As Table 1.7 indicates, the greatest increase in participation in the labour force was among women 20-44 years old, of child-rearing age.

**Table 1.7**

**B.C. Labour Force Participation Rate for Women by Age Group**

Age	Percent in the Labour Force Women						
	1982 %	1983 %	1984 %	1985 %	1986 %	1987 %	1988 %
15-19	57.2	55.4	52.2	55.8	58.4	59.1	61.5
20-24	71.3	71.7	74.0	75.7	76.1	77.0	76.4
25-34	66.6	68.1	68.9	69.9	72.7	73.5	73.4
35-44	68.3	68.0	70.9	70.2	72.6	74.7	77.6
45-54	59.8	62.5	61.8	62.7	62.3	64.9	67.7
55-64	34.4	32.2	33.1	32.9	34.8	35.5	34.5
65+	3.1	2.8	3.2	3.8	3.5	2.6	3.4
Average (All Ages)	52.4	52.5	53.1	54.0	54.9	55.6	56.5

**Notes:** People, 15 years and over, are considered to be in the labour force if they are either employed or unemployed (actively seeking a job, expecting to return to a job from which they have been laid off, or about to report to a job). The participation rate is the labour force - or some part of it - as a percentage of the population - or some part of it.

**Sources:** Statistics for 1981 are revised on the basis of the 1986 Census.

Statistics Canada. (1984). Labour Force Annual Averages. (Cat. No. 71-529).

Statistics Canada. (1989). The Labour Force. (Cat. No. 71-001).

### Women in the Labour Force

Although women have become active participants in all sectors of the labour force, by far the greatest number of working women are employed in clerical and service-related fields. As indicated in Table 1.8, more British Columbians are employed in these fields than in any other single area, with the number of women in clerical positions accounting for 197,780 out of a total of 244,050.

The other sector of business which employs a large percentage of women is sales, with 70,420 women representing almost half of those employed in this field. In professions such as health, teaching, and social services, more women are employed than men, while in the more lucrative managerial, science, and engineering fields, men predominate. From 1961 to 1986, however, the percentage of women in managerial fields has risen from 11.2% to 24.7%. Science and engineering have also seen a dramatic increase in female employment during the same 25-year period: 14.6% of those employed in these areas were women in 1986 as compared to 4% in 1961.

Although average incomes in British Columbia have traditionally been higher than in many other parts of Canada, women in all parts of Canada are traditionally paid less than men for a day's work. Even though women's average annual income in British Columbia has more than doubled, and the proportion of women's wages to men's has increased from less than 50% in the 1970s to over 50% in the 1980s, by 1988 B.C. women were still earning only approximately 60% of the average male employee's income.

Occupation Group	1961		1971		1981		1986	
		%		%		%		%
<b>All Occupations</b>								
Total (% increase over last census)	633,257	N/A	910,090	30.0	1,392,890	35.0	1,440,895	4.3
M (% of group)	446,517	70.5	602,335	66.2	826,880	59.4	825,625	57.3
F (% of group)	186,640	29.5	307,750	33.8	566,005	40.6	615,270	42.7
<b>Managerial, Administrative</b>								
Total (% of Labour Force)	22,364	3.5	32,570	3.6	87,795	6.3	105,175	7.3
M (% of group)	19,868	88.3	27,755	85.2	66,080	-	71,135	67.6
F (% of group)	2,495	11.2	4,815	14.8	21,715	24.7	34,040	32.4
<b>Natural Science, Engineering, Mathematics</b>								
Total (% of Labour Force)	12,861	2.0	23,615	2.6	43,155	3.1	43,095	2.9
M (% of group)	12,352	96.0	21,860	92.6	37,440	86.8	36,795	85.4
F (% of group)	509	4.0	1,750	7.4	5,715	13.7	6,310	14.6
<b>Social Science and Related</b>								
Total (% of Labour Force)	5,253	0.8	8,220	0.9	22,115	1.6	30,945	3.0
M (% of group)	3,406	64.8	5,090	56.0	10,590	47.9	12,585	40.7
F (% of group)	1,847	35.2	3,125	38.0	11,520	52.1	18,360	59.3
<b>Religions</b>								
Total (% of Labour Force)	2,024	0.3	1,750	0.2	2,675	0.2	3,200	0.2
M (% of group)	1,574	77.8	1,605	92.0	2,255	84.3	2,655	83.0
F (% of group)	350	17.3	140	8.6	420	15.7	550	17.0
<b>Teaching and Related</b>								
Total (% of Labour Force)	18,564	2.9	31,725	3.5	52,560	3.8	54,310	3.8
M (% of group)	6,937	37.4	13,395	42.2	21,085	40.1	21,170	37.0
F (% of group)	11,627	62.6	18,335	57.8	31,475	59.9	33,130	61.0
<b>Medicine and Health</b>								
Total (% of Labour Force)	22,922	3.6	34,035	3.7	60,975	4.4	67,885	4.7
M (% of group)	6,630	28.9	9,120	26.8	14,100	23.1	15,190	22.4
F (% of group)	16,293	71.0	24,915	72.4	46,875	76.9	52,695	78.4
<b>Artistic, Literary, Recreational</b>								
Total (% of Labour Force)	5,243	0.8	8,395	0.9	17,325	1.2	22,775	15.0
M (% of group)	3,560	56.2	5,920	70.5	9,900	57.1	13,175	57.8
F (% of group)	1,683	30.1	2,465	29.3	7,425	42.9	9,600	42.2
<b>Clerical and Related</b>								
Total (% of Labour Force)	91,384	14.3	141,745	15.6	250,325	17.9	244,050	17.0
M (% of group)	30,168	33.0	36,760	26.0	47,650	19.0	46,270	19.0
F (% of group)	61,216	66.0	104,985	74.6	202,680	81.0	197,780	81.0
<b>Sales</b>								
Total (% of Labour Force)	84,183	13.3	96,100	10.6	140,520	10.0	157,360	11.0
M (% of group)	58,266	69.1	65,695	68.3	79,370	56.5	86,940	55.2
F (% of group)	25,917	30.9	30,405	31.7	61,155	43.5	70,420	44.8

Source: Statistics Canada. (1988). *Dimensions: Occupational Trends, 1961-1986.*  
(Cat. No. 93-151).

Since 1971, the vast majority of workers over the age of fifteen have been employed full-time. However, between 1976 and 1986 the number of part-time workers significantly increased while the number of unemployed workers almost doubled. According to labour force survey figures (see Table 1.9), the percentage of women working part-time increased from 8.6% in 1976 to 11.5% in 1986.

**Table 1.9**

**Employment and Unemployment of Males and Females 15 years and over  
(yearly averages)**

Category	1976	% of Labour Force		1981	% of Labour Force		1986	% of Labour Force
		1976	1981		1981	1986		
<b>Total Labour Force .....</b>	<b>1,117,000</b>			<b>1,361,000</b>			<b>1,451,000</b>	
<b>Employed</b>								
Both sexes	1,021,000	91.4		1,269,000	93.0		1,270,000	87.0
Male	643,000	57.6		757,000	55.6		727,000	50.0
Female	378,000	33.8		512,000	37.6		543,000	37.0
<b>Full-time</b>								
Both sexes	883,000	79.0		1,074,000	79.0		1,034,000	71.0
Male	602,000	53.9		709,000	52.0		658,000	45.0
Female	281,000	25.1		365,000	26.8		376,000	25.9
<b>Part-time</b>								
Both sexes	138,000	12.5		195,000	14.3		236,000	16.0
Male	41,000	3.6		48,000	3.5		69,000	4.7
Female	97,000	8.6		147,000	10.8		167,000	11.5
<b>Unemployed</b>								
Both sexes	96,000	8.5		92,000	6.8		181,000	12.4
Male	52,000	4.6		49,000	3.6		101,000	6.9
Female	44,000	3.9		43,000	3.1		80,000	5.5

Sources: Statistics Canada. (1984). *Labour Force Annual Averages, 1975-1983*. (Cat. No. 71-529).  
Statistics Canada. (1989). *Labour Force Annual Averages, 1981-1988*. (Cat. No. 71-529).

According to *Women in the Workplace*, there were approximately 166,000 working mothers (with dependent children) in the labour force in British Columbia in 1985. Of these women, 21.7% (36,000) had children under three years old, 17.5% (29,000) had children 3-5 years, and 61% (101,000) had children between the ages of 6 and 15 years (Statistics Canada, Labour Force Survey, unpublished data).

### Family Characteristics

Family size in B.C. has dropped from 3.6 persons per family in 1961 to 3.0 persons per family in 1986. As of 1986 the total number of families in B.C. was 775,820. Of these, 87.5% were husband-wife families, and 12.5% were one-parent families. Of the one-parent families, 82% were mother-only and 18% were father-only families (see Table 1.10).

Husband-wife families accounted for 88,130 of the total number of families with children all under 6 years of age in 1986. Only 1,625 of the families with children under 6 years of age were one-parent families headed by males, and 18,970 were one-parent families headed by females.

Table 1.10 Husband-Wife and Lone-Parent Families, British Columbia 1971-86

Type of Family		1971	1976	1981	1986
Total Families	No. %	530,830 100.0	628,445 100.0	727,600 100.0	775,820 100.0
Husband-wife families	No. %	480,905 90.6	568,250 90.4	648,900 89.1	680,300 87.5
Lone-parent families	No. %	49,925 9.4	60,200 9.6	78,700 10.8	96,645 12.5
Lone-parent families	%	100.0	100.0	100.0	100.0
Father only	No. %	10,635 21.3	10,410 17.3	14,150 18.0	17,505 18.1
Lone-parent families	No. %	39,285 78.7	49,785 82.7	64,565 82.0	79,145 81.9

Sources: Statistics Canada. (1976). *Census of Canada*. (Bulletin 4.3, Table 6). (1971-1976 Data).  
Statistics Canada. (1989). *Dimensions: Families, Part 2*. (Cat. No. 93-107). (1981-1986 Data).

### Family Income

In 1986 the average family income in British Columbia was \$40,076. The average income for one-earner families was \$36,607 if the husband was in the labour force and \$31,617 if the wife was in the labour force. If both husband and wife were employed, the average family income was \$43,175. The average annual income for one-parent families was \$20,636. The male-headed one-parent family had an average family income of \$31,055 while the female-headed one-parent family income was considerably less at \$18,306.

The incidence of low incomes in all types of families has increased both in number and percentage since 1980. The incidence of low-income, father-headed one-parent families has jumped from 11.7% of all one-parent families in 1980 to 21.7% in 1985. As well, there has been a rise in the proportion of one-parent female-headed families in the low-income category, from 42.6% to 50.9% of all one-parent families. Both categories of one-parent families have a far higher incidence of low income than husband-wife families (see Table 1.11).

Table 1.11

### Incidence of Low Income 1980, 1985

Category	1980	1985
All Economic families	723,360	770,775
Incidence of low income (%)	10.3	14.4
Husband-wife families	622,835	661,245
Incidence of low income (%)	7.3	10.2
Married couple with never married children	344,140	351,660
Incidence of low income (%)	7.1	11.4
Non-husband-wife families	90,520	109,530
Incidence of low income (%)	31.7	40.1
Male reference person with never married children	10,995	13,340
Incidence of low income (%)	11.7	21.7
Female reference person with never married children	54,350	67,485
Incidence of low income (%)	42.6	50.9

Source: Statistics Canada. (1986). *Economic Families and Unattached Individuals in Private Households by Selected Characteristics Showing 1980 and 1986 Status, 20% Sample Data Taken From 1981 and 1986 Census*. (Cat. No. IN86B01C).

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## Chapter 2

### AN HISTORICAL OVERVIEW OF CHILD CARE IN BRITISH COLUMBIA. DAY CARE: FOR BETTER AND FOR WORSE

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The following brief stories concern two 4-year-old children in day care. These stories sketch a picture of day care in British Columbia--day care for better and for worse.

The first child rode the streetcar each morning with her mother to the City Creche. It was the mid-1930s. The small child with large dark eyes and soft brown curls framing her delicate white face gazed solemnly at her mother as they travelled from home to day care each morning. Every day on the way to the creche she would say, "I don't want to go to day care. I don't like it there." Every morning her mother would reply, "I can't help it. There is nowhere else I can take you." The mother would turn her eyes, pretending to be interested in the passing scenery in order to avoid the child's steady gaze. The child, a grandmother now, recalls the desperation she felt. How she hated that place! Memories of long, dark, sterile hallways, caregivers in long white coats and washroom facilities that were "too far away" are still vivid memories today--so vivid that the adult now confesses she was terrified of white coats and of washroom facilities in large buildings until only the past few years. The child with the large dark eyes and the solemn gaze was Dr. Hannah Polowy, professor of Early Childhood Education at UBC, who has worked for so many years to improve the child care system for the children of today.

Some years later, in the mid-1940s, another child as fair as Hannah was dark, with a cheerful, round face and lively brown eyes, rode happily to day care each morning in a small, red wagon pulled by her mother. This child clutched her lunch kit, impatient to reach day care. The trip to her day care always seemed too long! The child with the round, happy face and the lively brown eyes was Gayle Davies, who has also given most of her adult years to working for quality day care and who today is the Manager of Early Childhood Programs, Community Care Facilities Branch, of the Ministry of Health in Victoria.

The way children experience day care today is not very different from the experiences of these two children. These two stories probably repeat themselves each and every morning. Every day, thousands of children throughout B.C. go to day care while their parents work, and those children's experiences vary as widely as the two experiences described above.

The purpose of the history which follows is to document many different day care stories--stories which have affected children, parents, early childhood educators, child day care advocates, and legislators of day care policy. These stories tell of the adults' progress toward positive change in the field of early childhood education and their frustrations with the lack of change; these stories tell of changes in day care "for better and for worse."

The attempt to make the narrative within each of these sections continuous has resulted in some overlap between sections and some sudden shifts in chronology from one section to another. For clarification, see Appendix A, which lists the milestones in the development of early childhood education in B.C. in chronological order from early in this century through 1988.

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### **The Early Times-1910 to 1945**

In British Columbia in the early 20th century, there is little record of the existence of day care centres as we know them today, except in Vancouver. In 1910, in the old hospital building at Pender and Cambie, the City Creche took groups of children of all ages for day-time care while their mothers worked. At that time the most significant employers of women in Vancouver were other women in need of domestic help (Cohen, Duggan, Sayre, Todd, and Wright, 1973). The Creche was organized by these women and functioned both as a child care service and as an employment service. Mothers would often travel miles with their young families to reach the Cambie Street location, then they would wait there for confirmation of employment for that day (Cohen et al. 1973).

The yellowed and brittle pages of the creche day book and register refer to "Baby Clark" and "Baby Little." Frequently, the names of the assistants entered in the day book match the children's names entered on the register for the same day (Creche Day Book, 1910). Thus, it seems likely that mothers would often remain at the creche if they could not find alternate employment for that day.

The City Creche was closed by the city government at the onset of the depression. At that time, Vancouver pioneered an organized family day care movement. The Vancouver Day Nursery Association, established in the early 1930s, provided both an employment service for unemployed women and a system of family homes to provide care for the children of working mothers. (Cohen, et al. 1973, p. 36). In 1941, the National Employment Services assumed the responsibility of assisting women with the search for employment. The Vancouver Day Nursery Association then became solely concerned with providing family day care services for working mothers (Foster Day Care Association of Vancouver, Executive Director's Report, 1957). The Vancouver Day Nursery Association changed its name in 1946 to the Foster Day Care Association of Vancouver. The literature does not document the reason for the change to "foster" day care. However, given the World Book Dictionary (1978) definition of fosterage as "bring[ing] up another's child as one's own," (p. 842) it seems likely that the name change reflected the shift in responsibility for child care from the family to an alternate caregiver. This agency continued throughout the next decade to "strengthen family ties by providing good substitute Day Care for the child during his Mother's absence at work" (Foster Day Care Association of Vancouver, Executive Director's Report, 1957, p. 2).

Part-time kindergarten and nursery school programs were also established during the early 1940s. Typically, most of these programs operated under the auspices of various church missions; however, following the depression some private programs were established. Vancouver was the site of the first licensed private nursery school in British Columbia. This was Elizabeth Marshall's Peter Pan Kindergarten (Welfare Institutions Board minutes, 1943, December 2).

In 1942 the Dominion-Provincial Government Plan, better known as the Dominion-Provincial Agreement, was introduced by the federal government in response to the growing need for non-parental child care that resulted from the increased number of women entering the work force during the war years. This agreement provided start-up funds and operating costs for child care centres on a

federal/provincial 50/50 cost-shared basis. To receive federal funds, the province had to show that at least 75% of the mothers using the services would be working in war-related industries (Cohen, et al. 1973, p. 35).

A survey to investigate the need for wartime day nurseries was initiated in 1944 by the Honourable George Pearson, Minister of Labour in the B.C. government (Wycherly, 1976). Although the number of working mothers had increased at that time, many were not employed in war-related industries, with the result that the 75% requirement could not be met. Expectations that the Province of B.C. would receive funds through the Dominion-Provincial Agreement were disappointed (Wycherly, 1976; Cohen et al., 1973).

A part-time program was developed, however, under the auspices of the Women's Voluntary Services for the wives of servicemen who were said to be "gradually becoming 'browned off'...[as a result of a lack of time] for outside work or relaxation" (Hoodspith, 1944). To support the release of these women from their "...apron tielines to family chores," the Women's Voluntary Services established its part-time Child Care Centre in 1944 (Hoodspith, 1944). Another two centres opened in Vancouver that year entirely financed by contributions from the Women's Auxiliary to the Armed Forces. In terms reminiscent of Victorian ideals of preferential mother care and perhaps foreshadowing continuing public suspicion regarding non-maternal care, a description of the day care program in a newspaper article stated that the purpose of these centres was "...to assist rather than replace the home" ("First Year," 1945).

Although most people accepted the fact that child care was necessary for women who were working to support the war effort, when the war ended the expectation was that women would no longer need to work and would return to their homes to care for their children. Some women, however, were frustrated by this expectation. On January 20, 1945 the Women's School for Citizenship Conference was held to discuss "The Future of Women in Employment." The report from that conference discussed the "...uncertainty as to the future of women in employment generally" that resulted from the massive lay-offs of women from the war industries as the end of World War II approached. The conference delegates expressed concern that

...there was no actual planning for women's employment after the war; that the general attitude was that women could be called upon in a crisis, and that when the crisis was over they would have to accept whatever came. [It was determined that]...the only answer to women's employment was full employment for men and women, and that women should unite with men to demand an expanding economy...." (Women's School for Citizenship Conference Report, 1945, p. 2).

The sentiments expressed at this conference represented a facet of public opinion which appear to have had little impact in the immediate post-war years.

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## Government Legislation

### From Licensing to Standards

In response to the growth of residential care for children and adults in need of specialized care, the *British Columbia Welfare Institutions Act* was legislated in 1937. The explanatory notes to the Act stated:

The purpose of this act is to authorize some government control, through a system of licensing, of institutions that provide service, with or without charge, for underprivileged persons or persons in need of special protection. At present there is no such control, and a certain number of questionable institutions are known to be in operation which exploit inmates or do not offer them any advantages (*Welfare Institutions Licensing Act*, 1937, p. 1).

The provincial Department of Health and Welfare was responsible for administering the Act. The institutions governed by the legislation were diverse. They included shelters for the homeless, homes for unwed mothers, boarding houses for the aged and infirm, homes for the mentally and physically handicapped, residential homes for children (including foster homes), and any facility providing care for young children (*Welfare Institutions Licensing Act*, 1937, p. 4).

Twenty child care facilities were reported licensed by the end of 1939 (Davies, 1989). By 1942 the federal government had recognized the need to "...discuss the question of the establishment of Day Nurseries...." (*Welfare Institutions Licensing Act*, 1937, p. 7). A representative was sent from the Department of Labour in Ottawa to assess the need for day nurseries in British Columbia. At that time the Welfare Institutions Licensing Board acknowledged that "...when such Day Nurseries are inaugurated it may be appropriate for them to be governed under the Provincial Welfare Institutions Licensing Act." (*Welfare Institutions Licensing Act*, 1937, p. 7). In 1943 the Act was amended to read:

- (e) A creche, day nursery, playschool or kindergarten or similar institution where children under 15 years of age are received and cared for during a portion of the day (Davies, 1989, p. 1)

The *Welfare Institutions Licensing Act* was the prevailing legislation until the *Community Care Facilities Act* was legislated in 1969 (G. Davies, personal communication, 1989, October).

The 1940s witnessed a tremendous growth in child care services, particularly in Vancouver and Victoria. Although a need was acknowledged for full-day care programs (*Welfare Institutions Licensing Board minutes*, 1942), the importance of early childhood education and the inherent benefits of preschool programs for children were also beginning to be recognized. It was for this reason that the expansion of early childhood programs occurred primarily in the part-time nursery school and kindergarten programs (G. Davies, personal communication, 1989, October). The Franciscan Sisters of Atonement Day Nursery and Kindergarten, the Strathcona Day Nursery in Vancouver, the Imperial Cannery Day Nursery in Steveston, and the YWCA Day Nursery in Sidney, B.C. were recorded as the few programs offering full-time licensed care in 1943 (*Welfare Institutions Licensing Board minutes*, 1943).

The preschool movement began to spread in 1945 from the metropolitan centres to many smaller communities throughout British Columbia. The first communities to open licensed centres, outside the greater Vancouver and Victoria area included Ocean Falls (*Welfare Institutions Licensing Board minutes*, 1945, April 26), Natal, and Port Alberni (*Welfare Institutions Licensing Board minutes*, 1945, December 6).

It was also in 1945 that Mrs. Whittaker, a member of the Haddon Play Group, initiated the Association of Co-operative Play Groups of Greater Vancouver. This group would encourage and support a rapid increase in the number of preschools in British Columbia by providing opportunities for parents

and children to "...[gather] together in informal small groups in homes and church basements in order to take turns supervising the children, to discuss common concerns and to socialize" (Council of Parent Participation Preschools in B.C., 1986, p. 1). The Association of Co-operative Play Groups of Greater Vancouver expanded over the years to include many parent cooperative preschool programs throughout the province. In 1972, with a total of 2,500 members, the association's name was changed to the Council of Parent Participation Preschools in B.C. (Council of Parent Participation Preschools in B.C., p. 1).

The steady growth of welfare institutions, including early childhood centres, was felt by the licensing officials of the Welfare Institutions Licensing Board as early as 1946. The assistant inspector, Edna Page, wrote to the chief inspector that,

In 1942, there were approximately 45 licensed institutions in the province. At the end of 1945, this number had increased to 170. By the end of 1946, there is good reason to believe that the number of institutions licensed may reach the 200 mark (Page, 1946, p. 1)

Page emphasized that the "...extension of day care services are urgently needed" (p. 5) and that "study...be given to the improving of standards and care given children in our larger institutions...[and to] Welfare Institutions specializing in preschool education" (Page, 1946, p. 7).

These concerns about standards of care and about the education and training of people who were working with young children carried forward into the next decade. While the 1950s represented a decade in which individuals and groups were lobbying government to require education and training for early childhood educators, the 1960s saw a growing demand for full-time day care services. Since there were still few licensed group day care facilities available, pressure was on the formal and informal family day care sector to provide these services.

The Welfare Institutions Licensing Board had, for several years, voluntarily accepted responsibility for monitoring family day care services. Inspectors would visit an individual who had advertised a family day care service and explain the licensing requirements to the caregiver. In this way, many of the advertised family day care services were licensed. However, in August, 1965 the Welfare Institutions Licensing Board recognized that it could not continue its voluntary monitoring of unlicensed programs and attempted to pass the monitoring responsibility to a day care registry. One such registry named in the Welfare Institutions Licensing Board minutes was the Child Care Centre (Welfare Institutions Licensing Board minutes, 1965). To be eligible to register with the Child Care Centre, the applicant had to be licensed under the *Welfare Institutions Licensing Act*. The registry would then help recruit children for all registered family day care programs.

Many caregivers preferred to advertise privately, however, and the board was concerned that many of these individuals were continuing to operate without a license. Further, the organizations that were acting as registries for family day care did not have the resources to track the increasing number of advertisements for child care services to ensure that each provider was licensed. As the child care system grew, licensing officials became more and more dependent on family day care providers making an independent choice to license their operation. These circumstances probably explain the development of the two-tiered system of an informal, unlicensed, unmonitored day care sector and a formal, licensed and more easily monitored sector that has existed in B.C. since that time.

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## Education and Training

The 1950s witnessed an organized demand for preschool training courses. Vancouver area preschool teachers began to pressure the government to include a requirement for training in the *Welfare Institutions Licensing Act*. In response to the demand, the Welfare Institutions Licensing Board in 1952 established a committee to "write preschool education courses" (Welfare Institutions Licensing Board minutes, 1952, p. 2). The board minutes note that the chief inspector recommended that the members of the committee "should be persons who are qualified, experienced and active in the preschool field" (p. 2). The committee members were Elsie Roy, Primary Supervisor; Edwina Winn, preschool education, Extension Department, UBC; Marjorie Munro, psychologist at the Child Guidance Clinic; and Dorothy Jennings, a graduate of the Institute of Child Study. Dr. H. Johns of the UBC Department of Education was selected to chair the committee.

Several groups provided input to the work of the committee, including the Vancouver Kindergarten Teachers' Association, the B.C. Pre-School Education Association, the Victoria Nursery School Association, the Association of Vancouver Island Co-operative Play Groups and the Vancouver Co-operative Play Group Association. With regard to training standards, it was acknowledged by the Pre-School Standards Committee that "The Board must think in terms of the whole province and that qualifications decided upon should be as easily acquired in ...outlying areas as in Vancouver." (Welfare Institutions Licensing Board minutes, 1952, p. 1).

The Association of Co-operative Preschool Groups was an active participant in the lobby effort on behalf of education and training for preschool teachers in British Columbia. From 15 parent participation centres in 1949, the association had grown to include 33 centres in 1953. The play groups were started initially to give the mothers an occasional break from parental responsibilities and an opportunity to socialize with other mothers. The mothers themselves took turns taking care of small groups of preschool children. These women soon realized that facilitating active and stimulating experiences for preschoolers required considerable knowledge and skill. In a brief history written by the Council of Parent Participation Preschools is a description of how that group, "...persuaded the University of British Columbia, the Vancouver School Board and the Department of Health and Welfare to provide...preschool education for prospective leaders...." (Council of Parent Participation Preschools, 1986, p. 2).

In 1955, after much deliberation, the Welfare Institutions Licensing Board approved the recommendation put forward by the B.C. Pre-School Education Association that:

the training program be definitely set out and defined and the following courses be accepted as a minimum of training:

1. Methods in Pre-School Education
2. Demonstration of Pre-School Methods
3. Child Development (Psychology I)
4. Personality Development (Psychology II)
5. Play and Play Techniques for Pre-School Children
6. Music and Rhythms
7. Art for Pre-School Children
8. Language and Literature for Pre-School Children
9. Social Studies and Science for Pre-School Children
10. Parent-Teacher Relationship in the Pre-School Setting (Welfare Institutions Licensing Board minutes, 1955, p. 8).

At the same time, another important development in the training of early childhood educators was underway. Dr. Neville Scarfe became dean of the Faculty of Education in 1956. Dean Scarfe was widely recognized as a strong supporter of early childhood education. He established the Education of Young Children (pre-primary) program at UBC and in cooperation with Dean McCreary of the Faculty of Medicine, developed the Child Study Centre at UBC in 1961 (Bredin, 1966). The Child Study Centre was established as a model program for practicum students in the faculties of Medicine, Home Economics, Psychology, and Education (M. Thompson, personal communication, 1989, September 30). The Child Study Centre, while developed as a laboratory for students and researchers, was not to be operated as a typical research laboratory. The centre functioned as a link between home, community, and the institution. Eventually, the building which housed the Child Study Centre was condemned, and the centre was moved to a nearby school. There are plans to move the centre back to new on-campus accommodation in 1990 (H. Polowy, personal communication, 1989, November 14).

While many of the original organizers of the centre have either passed away (such as Dean Scarfe, Alice Borden, and Grace Dolmage-Bredin) or retired (such as Mary Thompson), some are still involved today. As assistant professor in Early Childhood Education, Dr. Hannah Polowy bridges the old and the new and continues to work actively at UBC toward the further development of both quality early childhood education training programs and quality services for children and families. (M. Thompson, personal communication, 1989, September 30).

During the 1960s and early 1970s instructors from the UBC Child Study Centre and other post-secondary institutions, including UBC's ECE extension program under Don Mosedale, began to offer an increasing number of courses and to offer them increasingly in rural areas. Through extension and college programs, instructors could provide weekend workshops for preschool teachers who were unable to travel to the larger urban centres for educational opportunities.

To attend these outreach workshops, residents of northern B.C. communities such as Terrace, Hazelton, Burns Lake, and Fort St. John would often travel long distances in all kinds of weather. Occasionally, interested individuals would need to travel to Vancouver during the summer for training courses lasting 3 to 6 weeks. In a personal interview in August, 1989, Larisa Tarwick, an ECE instructor at Northwest Community College in Terrace, spoke of how impressed she was when first arriving in the northern community of Terrace in 1975 that "so many [early childhood] people were willing to do almost anything to get what they needed" with respect to their early childhood training.

Despite the determination of those individuals to get the training they needed, there were few fully qualified preschool teachers in northwestern B.C. and other remote areas of the province in 1975. In the northwest this began to change when the Northwest Community College was established in Terrace in the mid-1970s (L. Tarwick, personal communication, 1989, August). In addition to providing basic education and training, the early childhood education program in Terrace became the centre for continuing professional development for early childhood educators in the region. Post-secondary ECE programs in many outlying communities fulfilled a similar function. Further, these institutions often provided the necessary leadership to encourage the growth of professionalism within their respective communities.

During the late 1970s and the early 1980s, training programs for preschool supervisors at many post-secondary institutions in B.C. expanded from part-time continuing education courses to full-time day programs. However, until 1980 the original 10 training courses approved by the Welfare Institutions Licensing Board in 1955 formed the basis for certification in early childhood education.

In 1978, a working committee designated by the Ministry of Education toured the province to discuss a proposal for developing a new curriculum for early childhood education programs. Participants who had been selected on the basis of knowledge and experience in the field of early childhood education were invited to assist the working committee in developing a competency-based curriculum similar to the program for registered nurses and teachers. In a letter to early childhood educators, Joan Mason, the coordinator of program development for the Ministry of Education, stated that a critical component of the proposed curriculum was to "include practical objectives relating to actual performance of skills or competency in addition to objectives relating to the theories of child development" (1978).

Competencies identifying two levels of training, a one year Basic Program and a two year Advanced Program were approved by the Community Care Facilities Licensing Board in 1979 and implemented in 1980. Two diploma programs (2 years) grew out of the DACUM work: the Capilano College ECE diploma program in Vancouver and the Okanagan College ECE diploma program in the interior of British Columbia. Several other post-secondary institutions were in the process of developing two year programs when the Ministry of Education withdrew funds for the second year advanced training. The Ministry rationale for the change was that as vocational programs, the early childhood education program must access funds for the basic and advanced program separately (M. MacDonald, personal communication, 1991, January).

As the need for infant and toddler care grew throughout the seventies and early eighties so did the need for early childhood educators who were trained in those specialities. Several post- basic special needs and infant/toddler programs were established in post-secondary institutions throughout the province over the next few years.

Training also became an issue for caregivers working in family day care early in the 1980s. While there was not a legislated requirement for family day care training, family day care providers began to express a need for professional development. Responding to this interest, Rosie Anslow and Karen Norman of the Western Canada Family Day Care Association (WCFDCA) developed a twenty hour course for family day care providers in 1981. In 1986, this was extended to a 120 hour certification program offered at Vancouver Community College (VCC), co-sponsored by the WCFDCA. Both programs have been replicated in a number of college and continuing education programs throughout the province since that time. The WCFDCA also successfully lobbied the Vancouver Health Department Licensing office to require the 20 hour course as a requisite for Family Day Care licensing in Vancouver (Anslow & Norman, 1987).

Similarly, under the leadership of Barbara Waterman of the YMCA, another training program emerged. The Continuing Education division of the VCC in co-sponsorship with the Community South Slope YMCA offered an out-of-school training program in the late seventies. More recently, in 1986 this program was formalized by VCC board approval as one of the certificate programs offered within the Early Childhood Education umbrella. Through a Curriculum Development Grant from the Ministry of Advanced Education and Job Training, a curriculum was designed to specifically address school-age child care needs and issues. This curriculum, developed by Steven Musson has been

requested by several colleges in B.C. as well as institutions cross Canada. A number of colleges throughout the province of B.C. are now offering out-of-school training for caregivers (G. Chud, personal communication, 1991, January).

### Funding of Child Care Services

Funding for preschool services, including day care, has historically been very limited in British Columbia. Until the Canada Assistance Plan (CAP) was introduced in 1966, no money was available either for capital grants or for helping parents meet the cost of fees.

Under CAP, the federal government pays 50% of eligible expenditures spent by the provincial government on non-profit services which have as their objective "the lessening, removal, or prevention of the causes and effects of poverty, child neglect, or dependence on public assistance." (Cohen, et al. 1973, p. 49). B.C.'s interpretation of that objective resulted in a system of funding day care services which limited financial assistance to low-income working families or families with special needs. Day care advocates in B.C. objected to basing eligibility on income level because, they argued, such a system helped to "perpetuate the notion that day care exists [only] for parents who have in some way failed in their family responsibility." (Cohen M., et al., 1973, p. 49). In addition, out-of-school care and preschool care were not eligible for subsidies. Only parents with children in full-time day care were eligible. Start-up grants for establishing new centres and grants for the purchase of equipment were also unavailable in British Columbia at that time.

Funding levels increased significantly after the election of an NDP government in 1972. Allowable gross income exemption levels were increased to make more parents eligible for subsidies, and the maximum subsidy was increased. In addition, parents could apply for assistance with fees for part-time day care, nursery school, or out-of-school programs (Cohen, et al., 1973 p. 51). Start-up funds were also available during the NDP administration for purchase of facilities and equipment.

Changes were not rapid enough, however, to meet the critical needs of a day care system badly in need of both restructuring and a massive injection of funds. Despite an increase from 125 licensed day care facilities in 1972 (Cohen et al., 1973) to 1,063 in 1975 (Ministry of Health, 1986), not everyone was happy with the NDP's new day care policies. The NDP government seemed caught between the proverbial "rock and a hard place," criticized by their political opposition for overspending in social services and the growing deficit and by parents and child care professionals for underfunding child care services. Norman Levi, the Minister responsible for Human Resources during the NDP government, explained that the government's decision, following the 1972-73 expansion, to increase expenditures for day care incrementally rather than to expand services further was a result of the economic situation of that time. "We were heading into a depression," Mr. Levi noted; "we were also heading into a possible heavy strike in the forest industry, and we knew we just simply could not continue the way we were going." Although the government had stated its intention to implement sweeping changes in support of families, the promised changes were not forthcoming. Instead, the government attempted to "...build some systems firmly enough that they [the Social Credit Party--should they be re-elected] could not take it back again." (N. Levi, personal communication, 1990, May 15).

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## The Advocates

The people who were unhappy with the government's failure to live up to election promises were primarily parents wanting "more day care...easily accessible, good day care for all our families who need it in B.C." (Cohen, et al., 1973, p. 5). On February 1, 1973, advocates for day care in B.C. organized a protest to coincide with the opening of the Day Care Information Centre in Vancouver. Protesters included parents, day care workers, students, women's groups, and NDP constituency executives. They called for negotiations with the government ministries responsible for day care services to "establish the precedent of collective bargaining between community and province towards the eventual reality of community-controlled services and neighbourhood government," and to make sure the government heard their demands, they "occupied the offices of the new Day Care Information Services for 24 hours a day for 11 days" (Cohen, et al., 1973, p. 2).

Dennis Cocke, the Minister of Health, Eileen Dailly, Minister of Education, and Norman Levi, Minister of Human Resources, agreed to meet with the occupiers if they would vacate the building and prepare written proposals outlining specific demands. The proposals focused on:

1. the need for funds to support community organizations setting up day care facilities.
2. bureaucratic interference with community groups trying to establish day care centres.

The proposals suggested that the government fund a pilot project to develop a day care according to family and community needs rather than "in response to prescribed rules and regulations." (Cohen, et al. 1973, p. 2).

Norman Levi rejected these proposals and emphasized that "no group without sufficient, recognized training would be permitted to ignore the licensing regulations per se" (Cohen, et al., 1973, p. 3).

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## Child Care Federation

The Child Care Federation was formed in September, 1973 in response to the growing activism of parents and others working for improved services. Although the Federation existed for only a little more than 2 years, the members succeeded in raising the consciousness of the public and the politicians with respect to day care issues. Because of widely differing attitudes concerning the lobbying strategies used (some feared the "radical" position taken by Federation activists) and withdrawal of Council of Young Canadian funds from the Federation newsletter, *Growing Pains*, the Child Care Federation dissolved in 1976. In the final newsletter Mary Schendlinger reminded supporters to "...go on comparing notes on your rotten wages, working conditions, and the [government funding] inequities..." (1976).

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## Unionization of the Field

During the early 1970s, a climate of activism had been created within the day care community which contributed to the readiness of day care workers to consider the possibility of unionization. In 1971, the Social Services Employees Union (SSEU) was established in Victoria, including as members the workers in two day care centres funded by the provincial government--Metropolitan United Day Care and Centennial United Church Day Care. As a result of an article in

the *Vancouver Sun* about this new collective agreement, John Shields, the then president of the Family and Children's Services Direct Network, was invited to Vancouver to discuss the possibility of expanding the union to include other interested day care workers (J. Shields, personal communication, 1990, May 25). Shortly after, the Service Office Retail Workers of Canada (SORWOC) organized day care workers at Pooh Corner Day Care and Southhill Day Care in Vancouver. In 1972, the Social Services Employees Union organized University of British Columbia day care centres (M. Sweeney, personal communication, 1990, September 30).

While the climate seemed ripe for organizing day care workers because of dissatisfaction with wages and working conditions, the impetus to do so was missing. Union organizers attributed the lack of impetus to unionize the majority of day care workers to:

1. the difficulty in standardizing collective agreements for workers, given that each board of directors managing day care operations existed as a separate employer.
2. uncertainty with respect to who would fund the improvements in wages and working conditions.
3. the gap between what parents could afford to pay and the real cost of day care services (J. Shields, personal communication, 1990, May 25).

Some day care workers felt that they faced yet a different dilemma. If they chose to bargain collectively for higher wages and improved working conditions through unionization, they risked being seen as using the children in day care as a bargaining tool. Then as well as now, many practitioners hesitated to risk creating such a perception.

There was, however, another theory about the failure of unions to represent a majority of day care workers. In a personal interview in September, 1990, Sandra Currie, an early day care activist and writer for *Growing Pains*, the Child Care Federation newsletter, recalled that some advocates of unionization in the 1970s believed that the movement to organize day care workers was subverted by a collaboration between big business and government. Some of the activists believed this collaboration was necessary, Currie explained, because in order to pay for the increased costs of a unionized industry, either business would have had to increase salaries so that parents could afford higher day care fees or government would have had to increase its financial support to parents and/or day care boards (Currie, personal communication, 1989, September 26).

Following the defeat of the NDP in 1975, the Social Credit government decided to stop providing direct support for day care services and terminated operating funds for the day care centres in the Metropolitan United and Centennial United churches in Victoria. The two centres, no longer represented by the SSEU, were subsequently administered by non-profit boards and eventually came to be managed by the Camosun College Day Care Society. There are currently several unions collectively representing less than 1,000 day care workers in the province of B.C. For example, the B.C. Government Employees Union, Children Services Employees Union, Vancouver Municipal Regional Employees Union, and the Canadian Union of Public Employees all represent some day care employees. Outside the Vancouver area, some day care workers may also be represented by the Union of Operating Engineers (Feeley, personal communication, 1990, May 29).

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### **Coalition for Improved Day Care Services**

After the return of the Social Credit government in 1975, funding for day care/preschool services gradually diminished. Centres found the subsidy rates increasingly inadequate. An organization called Coalition for Improved Day Care Services (CIDS) formed in 1975/76 (Feeney, personal communication, 1989, November 14). CIDS was funded by the City of Vancouver to address the problem of availability and affordability of day care services. The life span of the organization was short (less than 2 years). The brief existence of the group was felt to be a result of lack of commitment by the grass roots--the parents and the day care workers (Feeney, personal communication, 1989, November 14).

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### **United Way of the Lower Mainland**

The Social Planning and Research Committee (SPARC) of United Way of the Lower Mainland also contributed in a major way to the recognition of the complexities of the day care issue. In 1981 SPARC published a controversial document *Responsible Day Care: The Coming of Age of an Essential Community Services*. This document described how "the quality of day care has become a victim of shared responsibilities between different government departments" (p. v). The government was reproached for supporting only the custodial needs of children instead of "responding to the underlying changes in the family structure and social pressures which have necessitated the out of home care of children at a very early age" (p. 5). SPARC formulated a number of recommendations including the appointment of an interministerial committee which would make recommendations regarding a variety of issues. For example, recommendations were made with respect to: (1) designation of a single ministry to administrate day care policy; (2) development of legislation which would address the need for higher day care standards; and (3) addressing of training and certification issues for day care supervisors and workers.

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### **B.C. Day Care Action Coalition**

Many of the same people who advocated for day care under the umbrella of CIDS were also active participants in the formation of the B.C. Day Care Action Coalition (BCDCAC) in 1981. In the late spring of that year, a conference at Douglas College called "Day Care: A Look To The Future" brought together care providers, parents, professionals, and other concerned citizens to discuss issues concerning the delivery of day care in the province. At the final plenary, conference participants decided that the work started at the conference had to continue and agreed to meet again in the fall to deliberate a course of action. The meeting was convened as planned, and a steering committee was established. The mandate of the group was "...dedication to the provision of quality, accessible day care services for all who need it" (R. Chudnovsky, personal communication, 1989, October 1). A platform was formulated over the next year, and the members agreed to work toward:

1. improved standards and support staff to enforce those standards: i.e., licensing officials, etc.
2. parent involvement in all aspects of child care operations.
3. greater recognition of the work of care providers: i.e., improved wages and working conditions.
4. a variety of models of child care to meet a variety of needs.

5. adequate government financial support to ensure affordable services (day care must be viewed not as a welfare service but as a basic community support service).
6. the establishment of one government ministry mandated to formulate legislation and monitor all aspects of child care services (Chudnovsky, 1989, October 1).

As the provincial government's restraint policy in the early 1980s tightened its hold on the economy, government expenditure on social programs decreased. The BCDCAC reacted by focusing its lobbying efforts on the effects of the restraint program on child care services in British Columbia including the termination of start-up and expansion grants in 1984.

Over the years, BCDCAC has maintained vigilant watch on all relevant provincial and federal announcements such as the Ministry of Social Services and Housing policy changes which occurred from 1982 to 1989, the National Child Care Strategy (1987), and the *Child Care Act* or Bill C-144 (1988). While the B.C. Day Care Action Coalition has been a vigorous lobby group since its inception, the coalition has preserved a policy of maintaining a non-partisan, independent status (Chudnovsky, personal communication, 1989, October 13 and M. Oloman, personal communication, 1989, September 30).

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### Western Family Day Care Association

The Western Canada Family Day Care Association (WCFDCA) was formed in 1981 at a networking conference of family day care associations. The conference was organized by Kathleen Smith an ECE instructor at Douglas College. The aims and goals of the association were:

- to improve and maintain a high quality of family day care
- to encourage education and training of present prospective caregivers
- to raise the self-esteem of the caregiver
- to be viewed upon as a responsible, reliable professional
- to improve the image of family day care
- to eliminate the feelings of isolation often suffered by caregivers
- to become aware of concerns on current child care issues (Ansloow, R. & Norman, K., 1987, p. 2).

One of the major contributions of the WCFDCA was to develop a training program for family day care providers. As noted in the section on Education and Training (p. 20) this training program laid the groundwork for many similar programs which were developed in the lower mainland and in other areas of the province during the 1980s. In addition, the WCFDCA has assisted caregivers working in isolation to maintain a connection with others in the field. Contact is encouraged through an annual conference, regular workshops and a monthly newsletter. The association, with other member organizations has been responsible for a number of innovative initiatives. For example, WFDCA has developed a variety of support services for family day care providers and has successfully lobbied some public health units to request completion of a twenty hour training program as a requisite for obtaining a family day care license.

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### ECE Network

One of the ways the early childhood education community moved to conserve time and energy was to form the ECE Network. The organization of the network in 1985 was spearheaded by Peter Ashmore, a long time advocate for improved day care services in the province. The Network, as it is now popularly known, was planned as an informal group the purpose of which was to consolidate the expertise and knowledge of the many organizations representing a broad scope of early childhood services in British Columbia. One of its first collective efforts was to lobby for the appointment of Gyda Chud, a long time advocate and college instructor in ECE, to the Provincial Child Care Licensing Board as the Ministry of Advanced Education and Job Training community representative. This was the first time the ECE community had direct input into that appointment process. An impressive umbrella group, the network has become a forum in which to share information, discuss mutual concerns, and lobby cooperatively for change. Recognized as a major forward step for the early childhood community, the network continues to grow in size and respectability and in its ability to influence and affect change to day care policy in B.C.

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### Is Three a Crowd? Administration of Day Care Services.

One of the major continuing frustrations for day care advocates has been the division of government administrative responsibility for early childhood services in B.C. The field of early childhood education has historically been the responsibility of the Ministry of Advanced Education (for the training of early childhood practitioners); the Ministry of Health (for licensing of facilities, certification of practitioners, and approval of ECE training programs); and the Ministry of Social Services and Housing (for funding of day care services).

Sandra Griffin in a policy paper entitled *Administrative Responsibility for Child Day Care Services in British Columbia: Whose Baby is it?* (1984) explained:

While there are acknowledged advantages to the present system which allow for interministerial sharing of expertise, knowledge and experience, it does not charge any one ministry or governing body with the overall primary responsibility... (p. 18).

Griffin (1984) also discusses the concern of advocates that

"...no one body is responsible or accountable for the development or coordination of present and future policies with which to plan comprehensive, coordinated, adequately funded day care services" (p. 9).

The government contends that the Provincial Child Care Facilities Licensing Board, as an interministerial board with representation from the three ministries as well as from the early childhood education community, supports and facilitates the sharing of knowledge, expertise, and experience in a way that could not happen within one ministry (Griffin, 1984).

Discussions of the merits and the frustrations of the present interministerial system continue today. The advocates have grudgingly learned to work through a system fraught with what they perceive as frustrating barriers--barriers more difficult to penetrate because of the limited time and energy of a relatively small number of advocates.

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## B.C. Preschool Teachers to B.C. Early Childhood Educators: The B.C. Professional Association

Early in the 1960s several women working in various preschool and day care programs in Vancouver began gathering informally to plan workshops as a means of sharing ideas and resources and ending the isolation in which they often worked. After several meetings they decided to form a professional organization of preschool teachers. Gladys Martin was the first pre-constitutional president of the organization, the B.C. Pre-School Teachers' Association (BCPSTA). The members of the original group included, among others, Hannah Polowy, Alice Borden, and Gladys Maycock. The group was an "...an amalgamation of co-op people, private [operators], parents and other interested individuals..." (Polowy, personal communication, 1989, November 14). After several years of meeting and developing a constitution, the B.C. Pre-School Teachers Association became the professional organization it is today—a group whose mandate is "...to get together those teachers of young children to help them to be better teachers" (Polowy, personal communication, 1989, November 14).

The inaugural meeting of the British Columbia Pre-School Teachers' Association was held at Cedar Cottage in Vancouver in May 1968. Hannah Polowy became the first president of the association under the new constitution. The Code of Ethics of the BCPSTA stated that the association was

...dedicated to the attainment and maintenance of a high standard of early childhood education in B.C....[and was] committed:

- to cooperate with all agencies and organizations concerned with young children;
- to coordinate the efforts of professional workers and teachers;
- to involve parents and others interested in early childhood education (B.C. Pre-School Teachers' Association, 1968).

The BCPSTA was the first, and continues to be the only, professional early childhood organization in the province. The association maintained strict policies concerning the accreditation of members. The growth of the association was slow in the beginning, but interest began to spread outside the metropolitan centres in the mid-1970s. By 1977 many of the smaller communities were expressing an interest in joining the association. Some communities had their own associations. The Okanagan Pre-School Teachers' Association in Kelowna, for example, acknowledged the need for a strong province-wide association of practitioners to affect change and decided to "join forces" with the BCPSTA in 1977 (Teichroeb, personal communication, 1989, August 12). In the late 1970s and early 1980s branches of the association were formed in most areas of the province.

An important aspect of BCPSTA's mandated responsibility to its membership was to strengthen connections with the provincial ministries involved in education and training, licensing, certification of practitioners, and funding of child care services. Letters to government regarding needed changes and regular submissions of papers and briefs in support of the further development of ECE as a profession have become a regular part of the monthly executive agendas of both the provincial and branch executives. Over time, the association has had an opportunity to test its potential impact on the field and on government policy decisions by responding to many issues critical to the further development of the profession.

One such issue, provoked by several incidents in 1984 and 1985, sent shock waves throughout the profession and threatened to undermine the very foundation on which quality child care programs were built--the nurturing and physical safety of young children. A few incidents of suspected child physical abuse and child sexual abuse in early childhood care centres caused the field as a whole to reassess centre procedures in an attempt to protect children from abuse and practitioners from false allegations.

A committee was formed early in 1985 which provided a vehicle for dealing with the anxieties and concerns of professionals working in a position of trust with children or vulnerable adults. The Fair and Due Process Committee, chaired by Dr. Alan Pence from the School of Child Care at the University of Victoria, consisted of early childhood experts (including representatives of the BCPSTA), lawyers, physicians, and other interested individuals. The group met regularly at the University of Victoria. The committee examined ways both to implement preventive measures and to support due process measures for individuals who had been accused of physical or sexual abuse.

Following from those and related discussions, the BCPSTA Legislation Committee, directed by Sandra Griffin, played a vital role in the development of centre policies with respect to prevention of child abuse. *Child Abuse: A Guide to Prevention and Response to Early Childhood Centres* was published by the Legislation Committee of the BCPSTA in June, 1986. The manual was purchased by the Ministry of the Attorney General, Police Services, in 1987 to include with a child sexual abuse prevention package called *Lets Talk About Touching*. The manual has been distributed throughout the province both by the Ministry of the Attorney General and the BCPSTA and has been sold nationally at workshops and conferences (B.C. Pre-School Teachers' Association Annual Report, 1988).

In 1988 the BCPSTA changed its name to "...more accurately denote the professional field it represents: Early Childhood Educators of B.C. (ECEBC)" (B.C. Pre-School Teachers' Association Annual Report, 1988). The association grew in 1988 from a projected membership of 637 to over 850 members by the end of the year.

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## The Development of Specialized Day Care Support Services and Specialized Child Care Programs

As public awareness and demand for both full-time and part-time early childhood programs grew throughout the 1950s and 1960s, parents and early childhood education practitioners began to address the need to ensure the development of high quality day care services for families and the need for specialized programs for specific populations of young children. Support services to help families find and monitor group day care and family day care arrangements were established in three different communities in the province. Specialized programs to meet the particular needs of native children and programs which would address the specific needs of mentally and physically handicapped children were also established. The following section describes the development of some of these innovative programs in various B.C. communities.

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### Nelson Child Care Societies: An Example of a Local Initiative

In 1966 the Nelson District Childcare Society was formed in response to the growing need for child care services in Nelson. The society provided administrative and support services for a group day care centre known as

Brandon House. Eventually the society administered three group care centres (Bockner & Pollard, personal communication, 1989, August 10).

Another non-profit society with a mandate to provide child care services was formed in Nelson in the late 1960s. The Nelson Family Day Care Society (NFDCS) was formally established with financial support from the federal government Local Initiative Projects (LIP) in 1970. The NFDCS functioned as a referral service for families in need of child care. In 1973, the Nelson Family Day Care Society expanded its services to include "assessment, affiliation, support and monitoring of family day care homes" (West Kootenay Family and Childcare Services Society, 1988). This expansion of services was possible primarily as a result of funding from the provincial Department of Human Resources. Responding to the severe economic recession of the early 1980s and the realization that the community would gain from the consolidation of services, the two societies amalgamated in January 1986 to form the West Kootenay Family and Childcare Services Society (West Kootenay Family and Childcare Services Society, 1988).

Brandon House, the site of the original group care centre administrated by the Nelson District Childcare Society, is now a designated heritage home. Nestled comfortably behind two massive chestnut trees on a quiet Nelson street, the building houses the offices of the West Kootenay Family and Childcare Services Society and Chestnut Hollow Day Care (West Kootenay Family and Childcare Services Society, 1988). The West Kootenay Family and Childcare Services Society remains a uniquely progressive support and referral service. Only three other similar family day care projects have been established in the province--in Kelowna, Mission, and Abbotsford/Matsqui in the lower Fraser Valley.

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### The Native Preschools

Native preschool programs funded entirely by the Department of Indian Affairs were developed on reserves beginning in the mid to late 1960s. Since relatives and close family friends who lived on the reserve usually provided full-time day care for native children, the early development of native child care services focussed primarily on part-time preschools. Because native families traditionally had accepted responsibility for child care, families were reticent at first to have their children cared for by others. Additionally, day care programs on reserves had difficulty getting financing because of government licensing and funding restrictions.

The first part-time preschools established on reserves were the Totem Nursery School in Capilano, North Vancouver and the Cowichan Mothers Co-op in the Cowichan Valley. Many more programs were established on reserves over the next decade. In most communities, non-natives with expertise and training in early childhood education assisted with the establishment of the preschool programs. Eventually, however, most of those programs were able to hire trained native staff as education and training became more available. For example, the Sugar Cane Reserve situated just south of Williams Lake in the interior of B.C. established a nursery school in the old Mission Residential School. This program was developed as part of a cooperative effort between the Indian band and the non-native community, with both native and non-native children attending. Shortly after, a full-time day care was developed at Sugar Cane. Although these programs were staffed initially by trained non-natives, both are now fully staffed with native early childhood educators (Hornby, personal communication, 1989, August). Programs developed in similar ways in other areas of the Caribou-Chilcotin, the northwest of the province, the Okanagan, the Sunshine Coast, the lower mainland and Vancouver Island throughout the 1970s and 1980s.

The needs of the native early childhood community were similar in some respects to those of the non-native community, but they were also very different. The cultural differences alone created special needs. To address these needs, an informal association of native early childhood educators was formed in 1985. In the same year, the Native Preschool Teachers Association organized a Native Early Childhood Conference in Duncan. The conference brought together native delegates from all areas of the province. This conference has become an annual event and has been an important influence in the continuing professional development of native early childhood educators (Rose, personal communication, 1989, December).

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### Special Needs Programs

Preschool facilities offering part-time and full-time nursery school and day care programs for children with special needs began to proliferate in British Columbia beginning in the mid-1960s. The demand for these programs grew out of a movement during the 1960s and 1970s to de-institutionalize the care of children with special needs. At that time parents were making a concerted effort to have their special needs children accepted into mainstream programs (Keir, personal communication, 1989, October).

Increased public awareness resulted in greater acceptance of the concept of integration and an increase in the number of special needs child care spaces in integrated programs. As the number of special needs programs grew, so did the pressure on the government to provide adequate funding. Financial support was needed both to establish special needs child development centres and to integrate special needs children into existing programs. The struggle to provide care for special needs children with a wide range of disabilities continues today. Over the years, programs such as the Bob Berwick Centre at UBC and Children's Place in the Cowichan Valley have provided models of high-quality integrated programs for other communities to emulate (Justice, personal communication, November 1989; and Keir, personal communication, 1989, October). Trail, Kamloops, Kelowna, and Prince George were among the many communities in British Columbia that supported the establishment of special needs child development centres.

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### Conclusion

The preceding pages document how and why early childhood programs developed in different parts of British Columbia. The development of these programs is the result of the work of dedicated parents, practitioners, and child care advocates over a period of many years.

Many other individuals and organizations in addition to those mentioned here have been important contributors to change in the field of early childhood education in British Columbia. The vast number of interested and concerned individuals and groups who have accepted the pursuit of quality child care services as their own personal crusade over the past 45 years testifies to the dedication shown by parents, early childhood practitioners, and advocates for children and families in this province.

Reflecting on the determination and dedication of so many people over so many years for so few rewards brings to mind a verse which hangs on the wall in the Museum of the North in Prince Rupert, B.C.. It reads:

Things done well stand on their own...  
things well made continue to  
evoke stories  
to those who look and listen.  
Things well made cause the past to  
call to the future.

Clearly, the history of early childhood education in this province holds many rich and evocative stories. The stories of the past efforts of individuals dedicated to quality day care services call to future day care advocates and early childhood educators who will carry the struggle for quality day care services forward into the next decade on behalf of a new generation of children and their families in British Columbia.

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## A KEY TO ECE HISTORICAL MILESTONES AS NOTED IN THE TEXT

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1910 City Creche established in the old hospital building at Pender and Cambie.

1930 Vancouver Day Nursery Association established (approximate date; exact year unknown).

1937 *Welfare Institutions Licensing Act* legislated.

1943 First licensed nursery school in BC: Elizabeth Marshall's Peter Pan Kindergarten.

First licensed full-time day nurseries: the Franciscan Sisters of Atonement Day Nursery & Kindergarten and the Strathcona Day Nursery in Vancouver, the Imperial Cannery Day Nursery in Steveston, and the YWCA Day Nursery in Sidney.

Dominion-Provincial Agreement introduced.

*Welfare Institutions Licensing Act* amended to include creches, day nursery playschools, and kindergartens.

1944 George Pearson, Minister of Labour for the BC government, initiated a survey to investigate the need to establish war-time day nurseries.

Child Care Centre established by the Women's Voluntary Services.

1945 Dominion-Provincial Agreement discontinued.

Women's School for Citizenship conference held to discuss "The Future of Women in Employment."

Preschool movement begins to spread outside metropolitan areas; first licensed programs open in Natal, Ocean Falls, and Port Alberni.

Association of Co-operative Play Groups of Greater Vancouver established.

1946 Vancouver Day Nursery Association changed name to the Foster Day Care Association of Vancouver.

Edna Page, assistant inspector of the Welfare Institutions Licensing Board, speaks of the need to expand day care services and direct attention to improving the standards of programs for children.

1952 Committee to develop preschool education courses established.

1958 Welfare Institutions Licensing Board approves the recommendation for a training program for preschool teachers.

1961 Child Study Centre established at the University of B.C.

1966 Nelson District Childcare Society formed.

Canada Assistance Plan introduced (federal/provincial cost sharing agreement); only costs for full-time day care services covered.

1968 B.C. Pre-School Teachers' Association formed.

1969 (exact year unknown) Nelson Family Day Care Society established with funds from the federal government Local Initiative Projects (LIP).

The provincial Community Care Facilities Licensing Board replaces the Welfare Institutions Licensing Board.

1971 Social Services Employees Union established; the Metropolitan United Church Day Care and the Centennial United Church Day Care in Victoria become the first unionized day care centres.

1972 New Democratic Party wins the provincial election.

Eligibility levels for subsidy increased.

Subsidy payments increased.

Part-time preschool and out-of-school programs eligible for subsidy.

Unionization of UBC day care workers under the Children Services Union.

Unionization of Pooh Corner and Southhill day care workers under the Service Office Retail Workers of Canada (SORWOC).

Association of Co-operative Play Groups of Greater Vancouver changes its name to the Council of Parent Participation Preschools.

1973 Opening of the Day Care Information Centre in Vancouver.

Sit-in of parents, day care workers, students, women's groups to demand negotiations between government ministries and communities regarding development of community-controlled day care services.

1975 Child Care Federation formed.

Northwest Community College established in Terrace.

Coalition for Improved Daycare Services (CIDS) formed.

1976 Child Care Federation dissolved.

1977 CIDS dissolved (exact year unknown).

1978 Committee established to develop a competency-based curriculum for ECE in B.C.

1979 Competency-based curriculum approved by the provincial Community Care Facilities Licensing Board.

1981	B.C. Day Care Action Coalition formed as a result of the conference, "Day Care: A Look to the Future."
	United Way of the Lower Mainland report <i>Responsible Day Care: The Coming of Age of an Essential Community Service</i>
1985	Native Pre-School Teachers Association formed.
	First annual conference of the Native Pre-School Teachers' Association.
1986	<i>Child Abuse: A Practical Guide for Prevention and Response for Early Childhood Centres</i> published by B.C. Pre-School Teachers' Association.
	Nelson District Childcare Society and Nelson Family Day Care Society amalgamate to form the West Kootenay Family and Childcare Services Society.
1988	B.C. Pre-School Teachers' Association changes its name to Early Childhood Educators of B.C.

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## PERSONAL COMMUNICATIONS

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Deb Bockner and Judy Pollard, West Kootenay Family and Childcare Services Society.

Gyda Chud, ECE Instructor, Vancouver Community College, Vancouver, British Columbia.

Rita Chudnovsky, Past Executive, B.C. Day Care Action Coalition.

Sandra Currie, writer for *Growing Pains*, the Child Care Federation newsletter.

Maureen Feeney, Children's Services Employees Union, Vancouver, British Columbia.

Chris Hornby, early pre-school supervisor, Sugar Cane Reserve Preschool.

Nora Keir, early day care director, Children's Place, Cowichan Valley.

Norman Levi, past Minister of Department of Human Resources, Province of British Columbia.

Margaret MacDonald, ECE Instructor, Okanagan College, Kelowna, British Columbia.

Mab Oloman, Past Executive, B.C. Day Care Action Coalition.

Hannah Polowy, Professor, University of British Columbia.

Fran Rose, early pre-school supervisor, Cowichan Mothers' Co-op, Cowichan Valley.

John Shields, Past President, Family and Children's Services, Direct Network.

Larisa Tarwick, ECE Instructor, Northwest Community College, Terrace, British Columbia.

Maxine Teichrob, founding member of the Okanagan Pre-school Teachers' Association.

Mary Thompson, University of British Columbia.

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## Chapter 3

### AN OVERVIEW OF CHILD CARE LEGISLATION IN BRITISH COLUMBIA

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The following section provides an overview and brief discussion of:

1. the roles and responsibilities of the various government ministries responsible for child care programs in British Columbia.
2. relevant legislation with respect to child care facilities and the training and certification of early childhood education practitioners.
3. the overall capacity of child care facilities and availability of child care spaces.
4. the availability of specialized child care programs, such as special needs care and native programs.
5. government subsidies and grants available for British Columbia families and for centre operators.
6. the cost of child care.
7. wages and working conditions for early childhood education practitioners in British Columbia.
8. professional and other organizations providing support services to the child care community.

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### Provincial Organizational Structure and Legislation for Child Day Care

In B.C. three ministries play significant roles in the overall provision of child care services in the province: the Ministry of Social Services and Housing, the Ministry of Health, and in a somewhat less direct way, the Ministry of Advanced Education and Job Training. (For further details about British Columbia child care programs see Appendix A.)

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#### Ministry of Social Services and Housing

The Ministry of Social Services and Housing (MSSH) is responsible for funding child care services in the province of B.C. This ministry provides financial support for low-income families who require child care services, for families with children who need specialized care services, and for non-profit societies that require emergency financial assistance to ensure the maintenance of service to the community. MSSH also provides funds to several family day care support programs in various areas of the province.

The MSSH administers two pieces of legislation which are relevant to child care services: the *Guaranteed Available Income for Need Act* (GAIN) and, to a lesser degree, the *Family and Child Service Act*.

The **Social Assistance Act** (1946) was the original legislation governing the funding of families in need. Currently, the legislation is the **GAIN Act** (1976), which provides financial assistance for families in need of day care. Families are authorized to purchase day care services up to a maximum allowable amount, and day care providers bill the ministry for the cost. The **Family and Child Service Act** makes day care providers responsible for reporting cases of child abuse.

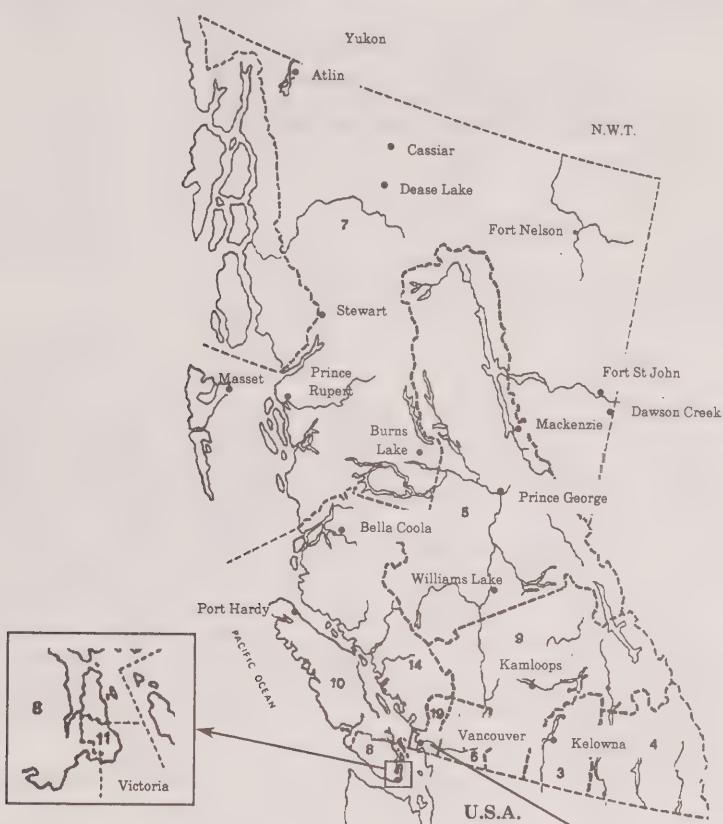
As of 1988, the MSSH has 17 management regions, each under the direction of a regional director (see Figure 3.1). The regional directors operate with significant autonomy in allocating resources, reviewing and approving contractual services, recommending grants to community agencies, and managing regional staff (British Columbia. Ministry of Social Services and Housing, 1988).

Each region is divided into areas with special functions: Family and Children's Services, Income Assistance/Employment Initiatives Programs, and Services to People with Mental Handicaps and Special Needs Day Care. The Day Care Subsidy Program is administered by financial assistance workers in the Income Assistance/Employment Initiatives Programs offices around the province. The Special Needs Day Care Program is administered by social workers who work in Services to People with Mental Handicaps offices. At the request of the Ministry of Health, these social workers also do social assessments on persons in the charge of licensed facilities. In addition, the MSSH may assign a social worker to assist in the investigation of abuse in a licensed facility. In this instance the social worker reports to the medical health officer responsible for the investigation. Figure 3.2 provides an overview of the executive organizational structure.

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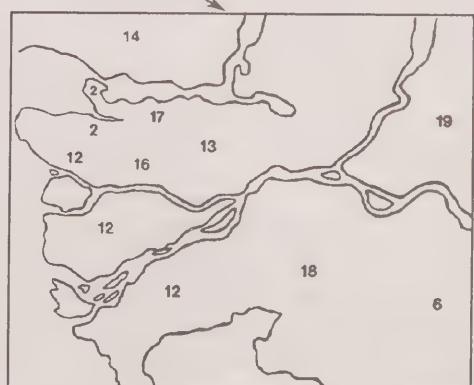
Figure 3.1

Ministry of Social Services and Housing Regional Map



Ministry of Social Services and Housing Regional Map

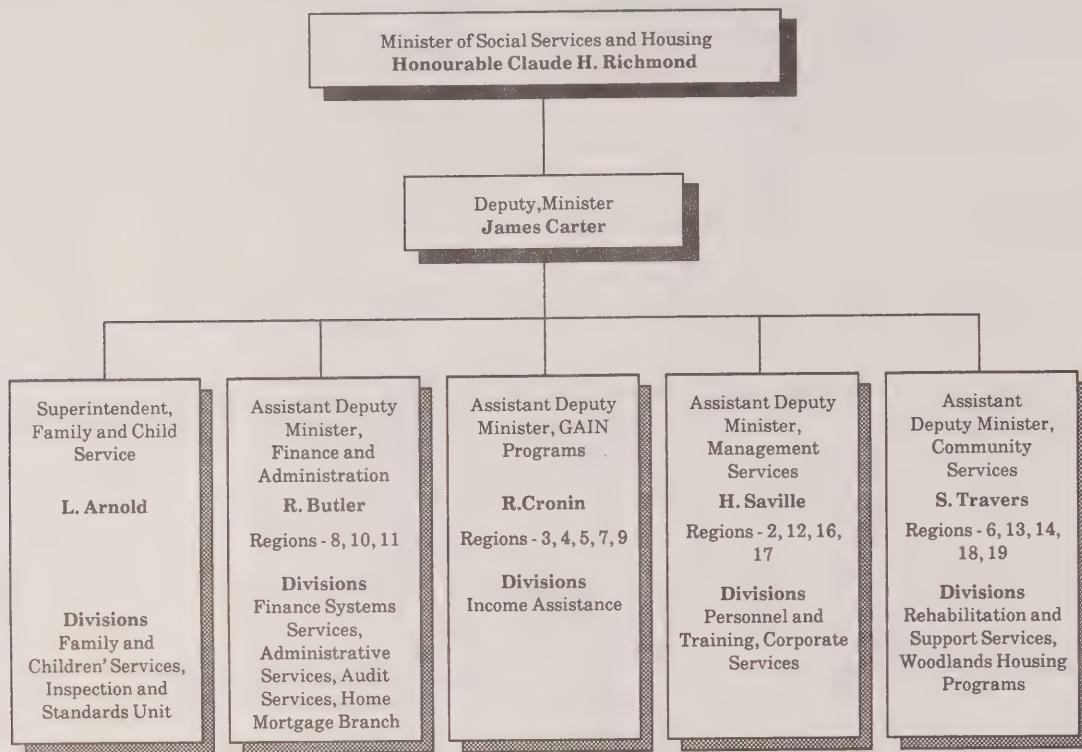
2	Vancouver Burrard	10	Vancouver Island North
3	Okanagan	11	Victoria East
4	Kootenays	12	Fraser South and Vancouver West
5	Prince George-Cariboo	13	Fraser North
6	Fraser Valley	14	North Shore-Sunshine Coast
7	Prince Rupert-Bulkley Valley and North/South Peace River	16	Vancouver South
8	Victoria	17	Downtown Eastside
9	Kamloops Mainline	18	Surrey
		19	Coquitlam-Maple Ridge



Source: British Columbia. Ministry of Social Services and Housing. (1988). *Annual Report, 1987/88*.

Figure 3.2

Ministry of Social Services and Housing Organization Chart, March 31, 1988



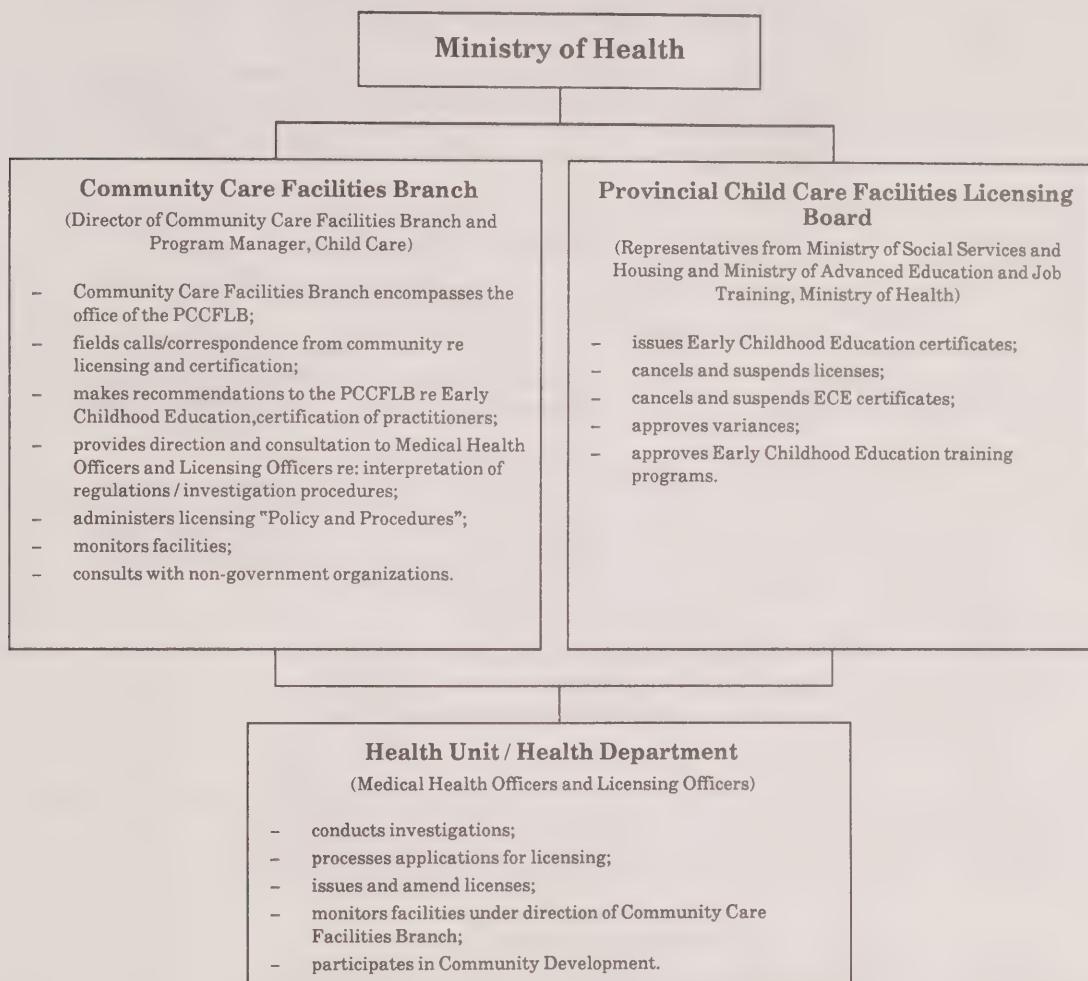
Source: *British Columbia. Ministry of Social Services and Housing. (1988). Annual Report, 1987/88.*

### The Ministry of Health

The Ministry of Health has several responsibilities with respect to child care services. Figure 3.3 provides an overview of the organizational structure with respect to child care services. The Community Care Facilities Branch is the office of the licensing body and includes the Provincial Child Care Facilities Licensing Board (PCCFLB). The Community Care Facilities Branch is mandated to promote an optimal level of health and safety in licensed child care programs both through application of the existing Act and Regulations and by fostering a commitment to quality care services for children in community care facilities.

Figure 3.3

Ministry of Health



Source: British Columbia. Ministry of Health. (1988).

The PCCFLB licenses community care facilities that provide care to children, monitors those facilities, and may cancel or suspend facility licenses. Certificates are issued in: (1) early childhood education; (2) infant/toddler (post basic) education; and (3) special needs (post-basic) education. Additionally, the PCCFLB certifies early childhood educators and may cancel or suspend for cause the early childhood educator certificates. License suspension or cancellation may be required by the Provincial Child Care Facilities Licensing Board if a licensee of a community care facility is found to be in contravention of the *Community Care Facility Act* (1979) or the *Provincial Child Care Facilities Regulations* (1978). The PCCFLB is also responsible for approving all Early Childhood Education training programs developed in both the public and private sector.

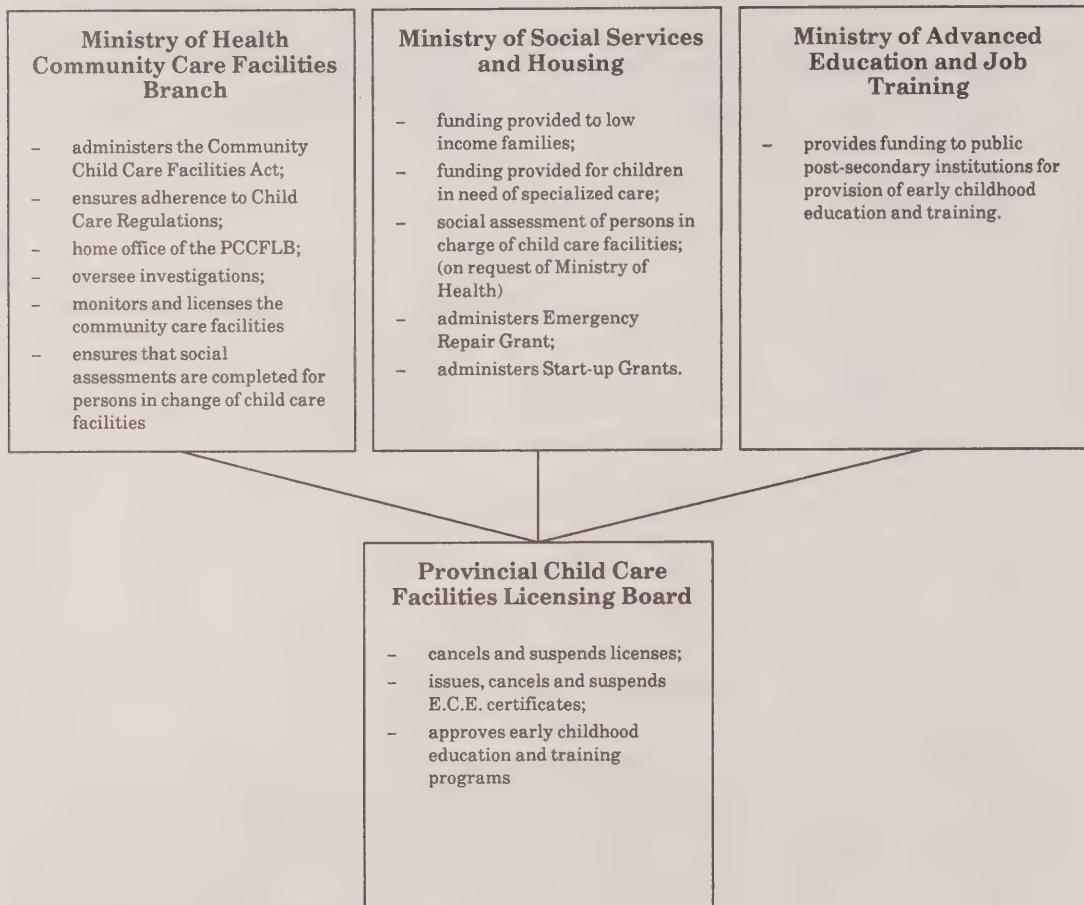
The founding legislation governing child care facilities was the *Welfare Institutions Act*, which was enacted in 1938. The current legislation, the *Community Care Facility Act* and the *Provincial Child Care Regulations*, were established in 1978. Prior to 1978, the Regulations were "guidelines," and although considered law, they were not actually enforceable.

The Provincial Child Care Facilities Licensing Board (PCCFLB) is the official body responsible for administering the *Community Care Facility Act*. The PCCFLB is comprised of members appointed by the ministers of Health, Social Services and Housing, and Advanced Education and Job Training (see Figure 3.4).

Figure 3.4

**Roles and Responsibilities Relating to Child Care**

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Source: British Columbia. Ministry of Health. (1988).

There are 17 health units (staffed by Ministry of Health employees) and six health departments situated throughout the province. The medical health officer and licensing officers in each unit and department carry out the licensing responsibilities of the Ministry of Health *Community Care Facility Act* and the *Child Care Regulations*. The services provided by the community care facilities licensing officers are divided into the following main areas.

1. Providing information, guidance, and consultation regarding community care facilities and licensing for individuals, groups, communities, educational institutions and for local, provincial, and municipal authorities.
2. Inspecting and assessing procedures and facilities and licensing facilities in order to ensure the health and safety and appropriate care of individuals in both child and adult care facilities.
3. Reviewing and assessing programs offered in child care facilities to ensure that the child care program standards are met.
4. Investigating reports of abuse or health and safety hazards in facilities and implementing appropriate action.
5. Investigating complaints against all licensed and unlicensed care facilities to ensure the health and safety of those in care and initiate licensing where required.
5. Investigating serious incidents in facilities, such as serious accidents or illnesses, and implementing preventive measures.
6. Assessing persons in charge of care facilities to determine eligibility, qualifications (i.e., Early Childhood Educators Certification), and personal suitability (British Columbia. Ministry of Health, 1987 June).

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### Ministry of Advanced Education and Job Training

The Ministry of Advanced Education and Job Training provides funding to public post-secondary institutions for early childhood education and training programs. These programs provide the training necessary for certification in: (1) basic early childhood education; (2) infant/toddler education and; (3) special needs education.

The mandate of the Universities, Colleges and Institutes Division of the Ministry of Advanced Education and Job Training (MAEJT) is more indirect than that of the ministries which provide direct child care services. The MAEJT acts in a coordinating role, and the actual responsibility for training rests with the institutions. In the coordinating role, the ministry:

1. ensures that provincial funding is distributed equitably among institutions and used efficiently.
2. considers questions of program mix and distribution; and
3. provides information and conducts research regarding post-secondary education (Campbell, 1990).

Programs are funded on the basis of "full-time equivalent" (FTE) students; the ministry contracts with colleges to deliver a certain number of FTEs and provides funding based on this number. The ministry also reviews and approves proposed new programs before providing funding for them. Approval is based on criteria such as program mix and distribution, employer need, consistency with other programs, etc. All provincial colleges now have early childhood education training programs. The ministry participates with the Provincial Child Care Facilities Licensing Board in reviewing programs in both public and private training institutions, based on consistency with approved curricula or programs with the PCCFLB retaining final authority with respect to final program approval.

The ministry reviews college requests for program expansion, and colleges receive funding to permit expansion each year for new programs and increases to existing programs. Only those expansions to which the college gives the highest priority will be funded each year, except when the province establishes its own priorities and makes additional money available for implementing them.

The ministry allocates funds based on the estimated cost to train a full-time equivalent and the length of the program. Current programs in child care range from 9 to 12 months in length; a number of colleges now offer additional training beyond the basic certificate, and some offer diplomas (equal to approximately 2 years of training).

Although funded by the Ministry of Advanced Education and Job Training, the Centre for Curriculum and Professional Development operates at arm's length through Camosun College under the direction of a board made up of college presidents. The centre coordinates and supervises projects such as needs analyses and the development of curriculum or resource materials. The ministry reviews programs directly.

Each college has a mandate to offer continuing education (non-credit) courses on a cost-recovery basis in response to expressed community needs. Some of the need for training in child care is met in this fashion.

The ministry also links with Canada Employment and Immigration, which sponsors students and provides funding for additional courses where demand and the job market warrants. Canada Employment and Immigration funding has been secured to support increased part-time offerings in early childhood education programs to meet the needs of employers.

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### **Child Care Programs**

With the exception of infant care, the majority of licensed spaces are provided in centre-based programs. Table 3.1a shows the number of facilities in B.C. and the total capacity by care-type. Table 3.1b provides additional information on family day care enrolment by age groups. Table 3.1c provides information on child/staff ratios, maximum group size, and maximum number of children allowed per facility as determined by regulations.

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**Table 3.1a**

**Licensed Child Day Care Facilities Type, Capacity and Enrolment,  
November 1988**

Type	Total No. of Facilities	Total Capacity	Enrolment		
			Full Time	Part Time	Total Enrolment
Out-of-School	315	4,842	1,425	3,430	4,855
Nursery School	559	11,082	4,672	25,227	29,899
Group Day Care					
Under 3	86	832	600	282	882
3 to 5	373	8,451	6,413	3,432	9,845
Specialized Day Care	63	1,126	602	1,015	1,617
Infant Day Care	12	177	109	37	146
Family Day Care	695	4,397	2,840	3,382	6,222
Emergency Care	3	41	0	156	156
<b>Total</b>	<b>2,106</b>	<b>30,948</b>	<b>16,661</b>	<b>36,961</b>	<b>53,622</b>

*Source:* Canadian National Child Care Study. (1988). *Provincial/Territorial Questionnaire*.

**Table 3.1b**

**Family Day Care Enrolment By Age, 1988**

Age	Full Time	Part Time	Total
Birth - 1yr	209	153	362
1yr - 2yrs	482	452	934
2yrs - 6yrs	1,899	1,931	3,830
6yrs - 12yrs	250	846	1,096

*Source:* Canadian National Child Care Study. (1988). *Ministry of Health Data*.

Table 3.1c

Licensed Program Type by Relevant Characteristics

Type	Child Age	Staff/Child Ratio	Group size	Maximum No. facility
CDC				
Infant <sup>1</sup>	<18 m	N/A	N/A	N/A
Toddler	18-36 m	1:4	12	36
Preschool	3-6 yrs	1:8	25	75
School Age	5-6 yrs	1:10	20	60
	7-12 yrs	1:15	25	75
FDC <sup>2</sup>				
Infant	0-12m	1:1	1 only per group of 7	7
Toddler	13-24m	1:2	2 only per group of 7	7
Preschool	25m-6yrs	1:5	5 only of 7	7
School Age	7-12yrs	1:2	2 only of 7	7
Other				
Nursery School	32m-6yrs	1:15	20	60
Child Minding	1m-6yrs	<3yrs 1:4 >3yrs 1:8	15 20	45 60
Emergency Specialized	<grade 1 <school age <sup>3</sup>	2:5 <sup>4</sup>	complies with all CDC regs	15 45

<sup>1</sup> New regulations not yet in effect.

<sup>2</sup> Ratio reflects no more than: 1 infant, 2 toddlers, 5 preschoolers, 2 school age children to a max of 7 total per 1 caregiver.

<sup>3</sup> The facility can have a maximum of 45 children, no more than 40 of whom can be special needs.

<sup>4</sup> Ratio reflects no more than: 1 infant <12 months with no more than 2 children under age 2.

Source: Canadian National Child Care Study. (1988). Provincial/Territorial Questionnaire.

Table 3.2 shows the number of private and non-profit facilities providing group care for each core and supplemental care category and the number of family day care facilities. Table 3.2 also shows the total enrolment capacity in family day care facilities and the total capacity by program auspices and care-type.

**Table 3.2**
**Total Provincial Child Care Facilities by Auspices and Capacity  
January 1, 1988**

Type	Profit		Non-Profit		Total	
	No.	CAP	No.	CAP	No.	CAP
Out-of-School	180	1,403	139	3,478	319	4,882
Nursery School	228	4,240	330	6,843	558	11,083
Group Day Care						
Under 3	33	298	52	522	85	820
3 to 5	170	3,486	206	5,014	376	8,500
Specialized Day Care	2	45	62	1,101	64	1,146
<b>Sub-Total</b>	<b>613</b>	<b>9,472</b>	<b>789</b>	<b>16,958</b>	<b>1,402</b>	<b>26,431</b>
Other (Infant)	4	91	8	86	12	177
Childminding	46	721	70	1,337	116	2,054
Family Day Care	712	4,511	2	10	714	4,521
<b>Sub-Total</b>	<b>762</b>	<b>5,323</b>	<b>80</b>	<b>1,433</b>	<b>842</b>	<b>6,752</b>
<b>Grand Total</b>	<b>1,375</b>	<b>14,795</b>	<b>869</b>	<b>18,391</b>	<b>2,244</b>	<b>33,183</b>

**Key:**

No: Number of facilities.

CAP: Total capacity by program auspices.

 Source: Canadian National Child Care Study. (1988). Provincial / Territorial Questionnaire.

Information about the number of unlicensed care spaces is not available because there is no record of the children who attend unlicensed family day care homes and who do not receive subsidies from the Ministry of Social Services and Housing. Since the majority of children in family day care are not subsidized, estimates would not give an accurate picture of their numbers.

Information about the urban/rural distribution of child care spaces is available for day care centres by type of care (infant, nursery school, and school age) but not for family day care. Table 3.3 shows the total capacity of group day care facilities.

**Table 3.3**
**Urban/Rural Distribution (1988)**

	Rural	Urban
Infant	N/A	N/A
Preschool	22,376	17,958 <sup>1</sup>
School-age	N/A	N/A

<sup>1</sup> These figures include all group care facilities (ie. infant, preschool, school age).

 Source: Canadian National Child Care Study. (1988). Provincial / Territorial Questionnaire.

## Programs for Special Populations

There are a number of programs for what could be described as special populations: that is, populations covered by different or additional legislation or who require special services.

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### Native

Within each tribal grouping, there are various child care programs. These often include preschool, group day care, family day care, and language-immersion programs. Part-time preschool programs are funded and monitored primarily by the Department of Indian Affairs and Northern Development (DIAND). The DIAND does not have figures on the number of children registered. Although band councils also operate full-time day care programs which are usually funded by the DIAND, occasionally the Ministry of Health licenses these programs.

The Ministry of Social Services and Housing provides subsidies for native parents only when the family lives off reserve. Families living off reserve may use a day care facility on reserve if it is licensed by the Ministry of Health or, in the case of unlicensed family care, the parents may receive subsidy by completing a checklist provided by the ministry.

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### Special Needs

Information provided by the Ministry of Social Services and Housing does not identify whether special needs spaces are part of specialized or integrated programs. The ministry supports both types of programs either by contracting with a centre to provide the spaces or by providing subsidies to create spaces for children with special needs. Currently, the Ministry of Social Services and Housing funds 1,301 contracted special needs spaces in either specialized or integrated day care centres, and provides full or partial subsidies for 294 children in family day care homes, group day care centres or nursery schools each month. There are 69 facilities (both integrated and specialized) providing special needs care, with a total capacity of 1,196. The objective of the Special Needs Day Care Program is to help children with special needs participate in day care programs by providing extra supports which address the specific needs of each child. These programs offer specialized care, activities, and supervision designed to assist the children in attaining maximum social, emotional, physical, and intellectual growth (British Columbia. Ministry of Social Services and Housing, 1988).

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### Multi-Cultural

The composition of the British Columbia population is broadly cross-cultural, particularly in Vancouver. Although a few cultural communities provide specialized early childhood programs, most children from these communities attend mainstream early childhood programs. In Vancouver, Early Childhood Multicultural Services provides a resource library of educational materials and playthings for use by early childhood practitioners. These materials are circulated to enhance early childhood program activities.

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## Funding of Child Care Services

The MSSH describes the objectives of its Child Day Care Subsidy Program as follows.

The objective of the Child Day Care Subsidy Program is to assist eligible families to meet day care costs for children up to and including age 12. The program is a support service to families, enabling parents to prepare for or maintain employment and financial independence. It also provides relief to families during prolonged illness or other family crises. Eligibility for assistance with the cost of fees is based on the number of people in the family and total net income. The family must also meet social needs criteria as outlined in the GAIN Regulations and Canada Assistance Plan. The ministry can assist families with the cost of day care services in such settings as licensed and unlicensed family daycare, group day care, in-own-home day care, nursery school, out-of-school day care and special needs daycare. (MSSH, Annual Report 1987-89, p. 48).

Frequently, the cost of care is greater than the full subsidy rate set by government; therefore, parents who are eligible for a full subsidy must often pay a surcharge in addition to the subsidy. Table 3.4a shows the maximum subsidy available in 1988 and the average fees in Vancouver as determined by a survey in 1988. When the information is available, all three categories are broken down by care type. The family day care figures are estimates based on a regional analysis completed in two districts in May 1987; these figures do not separate subsidies distributed to licensed and unlicensed care facilities. In 1987-88 an average of 3,748 half-time and 11,863 full-time children were subsidized each month.

Tables 3.4b and 3.4c show average expenditures by type of care and the average monthly number of children subsidized by type of care.

In 1987-88 expenditures on subsidies totaled \$28,935,749. The total cost of the 1,301 contracted specialized day care spaces for special needs children was \$7,167,118, all borne by the ministry. In addition the Ministry funded an average of 294 special needs children in non-contracted spaces in family day care homes, nursery schools, and group day care centres for each month in 1987/88.

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Table 3.4a

Subsidy by Types of Care

Types of Care	Max. Subsidy <sup>1</sup> (amt \$)	Average Fees (in Vancouver) <sup>2</sup> (amt \$)
<b>Licensed:</b>		
CDC- Infant	400	625
Toddler	360	476
Preschool	262	335
School age	131	N/A
<b>FDC-Infant<sup>3</sup></b>	300	N/A
Toddler	210	N/A
School age	131	N/A
Nursery School	79	N/A
<b>Emergency:</b>		
Infant/Toddler/Preschool/School age	As CDC	N/A
<b>Specialized</b>	no max. MSSH pays full cost	522 <sup>4</sup> 650 <sup>5</sup>

1 Ministry of Social Services and Housing. (1988).

2 Information Day Care Survey. (1988, August).

3 Current data does not separate licensed versus unlicensed FDC subsidies so an estimate was made based on an analysis done in 2 regions in May 1987.

4 Represents straight subsidization.

5 Represents subsidization by contract.

Sources: British Columbia. Ministry of Social Services and Housing. (1988). *Annual Report, 1987/88*.

Information Day Care. (1988, August). *Fees in Group Day Care Centres in the City of Vancouver*.

Table 3.4b

Average Monthly Child Day Care Subsidy, Expenditures, by Type of Care, 1987-88<sup>1</sup>

Type of Care	Average Monthly Cost per Child \$	Average Monthly Total Cost \$
Family Day Care	155	809,832
Group Day Care	236	826,657
In-Own-Home Day Care	111	342,004
Out-of-School Day Care	96	230,493
Nursery School	45	48,954
Special Needs Day Care	522	153,373
<b>Total</b>		\$2,411,313

1 Includes special needs children.

Source: British Columbia. Ministry of Social Services and Housing. (1988). *Annual Report, 1987/88*.

Table 3.4c

Average Monthly Number of Children Subsidized, by Type of Care, 1987-88<sup>1</sup>

Type of Care	Half-Time	Full-Time
Family Day Care	402	4,827
Group Day Care	135	3,371
In-Own-Home Day Care	628	2,455
Out-of-School Day Care	1,396	1,017
Nursery School	1,086	
Special Needs Day Care	101	193
<b>Total</b>	<b>3,748</b>	<b>11,863</b>

1 Includes special needs children.

Source: British Columbia. Ministry of Social Services and Housing. (1988). *Annual Report, 1987/88*.

All grants for child care come through the Ministry of Social Services and Housing. Grants are available to non-profit societies which do not have the financial resources to pay for certain essential costs. Non-profit group day care centres, nursery schools, and out-of-school centres are eligible for grants providing they have exhausted all other potential sources of funding and can document this in their application for funding to the ministry. The following grants are available.

- i. **Emergency repair grants--up to \$5,000;** available to non-profit societies for upgrading the facility and/or equipment and furnishings (excluding toys) to comply with licensing requirements.
- ii. **Relocation grants--up to \$5,000;** available to non-profit societies to assist with costs incurred when they are forced to move to other premises.

During 1987-88, allocation of these grants totalled \$221,640; the ministry stated that the grants preserved 2,060 day care spaces. The ministry also funded six day care support programs during 1987-88. Four of the programs were specific to family day care support and provided services which included recruiting and training individuals interested in providing family day care services in their homes. Non-profit societies were also responsible for monitoring the quality of the services provided. The other two programs assisted in the coordination of day care services at both Simon Fraser University and the University of British Columbia. Funding for the six programs totalled \$199,119.

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## Staff in Child Care

Education and training is required for staff in group day care facilities (infant to 5 years) and nursery school facilities (32 months to 5 years). Table 3.5 shows the education and training required by care type and which post-secondary institutions offer the requisite training.

Individuals fulfill the requirements for basic certificate training through an approved program at a post-secondary institution. Following completion of an approved early childhood education program and within three years of graduation, the student must satisfactorily complete 500 hours of work experience in not more than two licensed centres under the supervision of a fully qualified early childhood practitioner. Documentation of both graduation and successful completion of the work experience is submitted to the PCCFLB for certification. Each certificate is issued for a 3-year period and may be renewed through documentation of either 100 hours of successful work experience or 12 hours of relevant professional development activities.

Individuals who have completed both basic and post-basic training programs from an approved institution may submit documentation of successful course completion to the PCCFLB for certification in under-3 group day care and special needs day care.

Although it is difficult to determine the exact number of individuals employed in day care in B.C., Table 3.6 provides a rough estimate of the number of caregivers (based on an extrapolation of staff members from staff/child ratios) for licensed group day care and nursery schools.

Table 3.5

Staff Education/Training

Type of Education/Training Required	Type of Education/Training Available
FDC--None	20-120 hr program through: -- Community colleges -- Private training institutions -- Non-Profit FDC societies
CDC <sup>1</sup> --Preschool Basic Certificate (approximately one year of full time study)	-- Community colleges -- Private colleges -- Continuing Education (School Board) -- UBC-Faculty of Education -- UVIC-School of Child and Youth Care
Post-Basic Certificate (approx. 1 year part-time study)	
Infant/toddler Educator	-- Community colleges -- Continuing Education
Special Needs Special Needs Educator	-- Community college -- UVIC-School of Child and Youth Care -- Private Training Institutions
School age--None	-- Community Colleges -- Continuing Education

<sup>1</sup> CDC Certified Early Childhood Educators will have completed 500 hrs of work experience in addition to required education and training prior to certification. Assistants in these programs must have commenced training. Only 1 certified Early Childhood Educator per group is required.

Source: Canadian National Child Care Study. (1988). Provincial / Territorial Questionnaire.

Table 3.6

Estimated Number of Caregivers Based on Child/Staff Ratios and Total Number of Licensed Child Care Spaces

Licensed Group Care:	Capacity	Est. Number of Caregivers
Infant	177	44
Toddler	832	208
Preschool Age	8,451	1,056
School Age	4,842	404
Nursery School	11,082	739
Specialized Care	1,126	450
Licensed Family Day Care	4,397	829 <sup>1</sup>

<sup>1</sup> This represents the number of licensed homes and it is estimated that there is one caregiver per home.

Source: Canadian National Child Care Study. (1988). Provincial / Territorial Questionnaire.

Current 1988 licenses on record with the Community Care Facilities Branch, Ministry of Health are as follows:

Number of caregivers with basic training:	4324
Number of caregivers with <3 training:	414
Number of caregivers with special needs training:	224

Historically, the wages of practitioners in the field of early childhood education in British Columbia have been low compared with the wages of similarly trained professionals in other fields. Table 3.7 shows the results of two studies of average wages for early childhood practitioners. One study was conducted by Schom-Moffat in 1984 for the Federal Task Force on Child Care (Schom-Moffat, 1985), and one was conducted in 1986 by the B.C. Pre-School Teachers' Association (since renamed Early Childhood Educators of B.C.) (Griffin, 1988).

**Table 3.7**

**Staff Wages in Licensed Centres**

	Federal Task Force Report 1984 data (Schom-Moffat)	Early Childhood Educators of B.C. Survey. 1986 (Griffin)
	\$	\$
British Columbia Average mean wage	7.40	8.00-11.99

Sources: Schom-Moffatt, P. (1985). *The Bottom Line: Wages and Working Conditions of Workers in the Formal Day Care Market*.  
Griffin, S. (1988). *Early Childhood Educators of British Columbia: Report on the Provincial Survey*.

### Child Care Associations

There are in B.C. approximately 35 groups representing various interests in the early childhood education community (see Appendix B). The largest group is the Early Childhood Educators of B.C. with 22 member branches. As noted in Chapter 2, one organization of particular interest is the E.C.E. Network, an informal group to which all provincial and national organizations have been invited to appoint representatives. The network provides a forum for sharing common interests and concerns of parents, practitioners, providers, and others advocating for improved child care services. Additionally, the network provides the opportunity for government and other agencies to consult with the early childhood education community and to vet proposed changes to day care policy.

The West Coast Child Care Resource Centre is another group which warrants acknowledgement as an important innovation in B.C. child care services. West Coast, as it is known in the field, resulted from a few organizations joining forces to search for a building in which they could share rent and resources. The group, formed in 1988 and funded by the Child Care Initiatives Fund, has seven member organizations; including: Information Daycare, Early Childhood Multicultural Services, Early Childhood Educators of B.C., Children's Services Employees' of B.C., B.C. Daycare Action Coalition, School Age Child Care Association, and the Western Canada Family Daycare Association of B.C.. As with the Network, West Coast is a sign of the changing times. Historic divisions in the field are starting to fade as organizations begin working together on behalf of quality child care in British Columbia.

## APPENDIX A

### GLOSSARY OF DEFINITIONS

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#### Types of Licensed Core Care

1. Centre-based group day care (CDC) is group care provided for children in a facility other than a private home. Group size may vary to maximum of 25 children.
2. Family day care (FDC) is care provided for children in a private home other than the child's own home. The group size may vary to a maximum of seven children with no more than two children <24 months. See Table 3.1c for details.
3. Infant Care is care provided for children under the age of 18 months in either a family day care or group day care setting. In a family day care setting, the maximum group size is one infant under 1 year and one infant under 2 years. Although there is no specific maximum group size for infant group day care (see proposed changes to the *Provincial Community Child Care Facilities Regulations*, see Chapter 5, Table 5.1), the pilot projects in infant care adhere to maximum group size defined for the 18 month-3 year age group.
4. Under-age-3 group care is care for children between 18 months and 3 years in a group day care facility. The group size may vary to a maximum of 12 children in a group and 36 in a facility.
5. Age 3 to 5 group day care is care for children from age 3 to school-age in a family day care or group day care facility. Group size may vary from a maximum of 25 preschoolers in one group to a maximum total capacity of 75 in one facility and up to 5 preschool-age children in a family day care home.
6. Out-of-school care is care for children age 6 to 12 years in either a family day care or group day care facility. The group size may vary to a maximum of 2 in a family day care and 25 in a group day care. The maximum allowable total capacity of a group care facility is 75. If kindergarten age children are in the group the maximum group size is 20 with a total capacity of 60.

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#### Types of Supplemental Care

1. Child minding is care for children 18 months to 6 years provided in a group care facility on a drop-in or short-term basis. Children can be in child minding for a maximum of 3 hours per day, no more than 2 days per week. The group size may vary to a maximum of 20 children.
2. Nursery school is care for children 32 months to 6 years for a period of not more than 3 hours per day. The group size may vary to a maximum of 20 children in a facility with a total capacity of 60.

3. Public kindergarten is a half-day educational program operated under the auspices of the Ministry of Education for children in their pre-grade-one year (usually for 5-year-olds). These programs are not regulated by the *Community Care Facility Act and Regulations*.
4. Emergency care is care for children in need of temporary care at any age from birth to school-age.

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## Unlicensed and Excluded Care

### Unlicensed care

Family day care facilities may operate without a license if a caregiver is providing care to less than 3 children not related by blood or marriage to the caregiver.

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### Excluded care

Some types of care are excluded from licensing requirements as a matter of policy. The following types of programs are not required to be licensed by the Provincial Child Care Facilities Licensing Board:

- Programs that care for children while their parents are on the premises and readily available.
- Preschool programs operating under the auspices of the Ministry of Parks and Recreation.
- Programs such as public school kindergartens operating under the auspices of the Ministry of Education.

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## APPENDIX B

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### B.C. Child Care Organizations

B.C. Daycare Action Coalition  
Vancouver, B.C.

B.C. Division of Early Childhood Council of Exceptional Children  
New Westminster, B.C.

B.C. Montessori Association  
Vancouver, B.C.

Burnaby/New Westminster Family Day Care Association  
New Westminster, B.C.

Child & Youth Care Association of B.C. (CYABC)  
Victoria, B.C.  
CYCABC has five regional branches throughout the province.

Children's Services Employees' Union of B.C.  
Vancouver, B.C.

Concerned People for Child Care  
South Cranbrook, B.C.

Council of Parent Participation Preschools  
Vancouver, B.C.

Early Childhood Educators of B.C. (ECEBC)  
Vancouver, B.C.  
ECEBC has 22 branches throughout the province.

Early Childhood Multicultural Services  
Vancouver, B.C.

Family Place Association of B.C.  
Surrey, B.C.

Greater Coquitlam Family Day Care Association  
Coquitlam, B.C.

Infant Development Program of B.C.  
Vancouver, B.C.

Kelowna Family Day Care Society  
Kelowna, B.C.

Lower Mainland Association of Private Day Care Owners  
Vancouver, B.C.

Matsqui Abbotsford Community Services Day Care Support and Referral Service  
Abbotsford, B.C.

Nanaimo Family Daycare Association  
Nanaimo, B.C.

Native Preschool Teachers' Association of B.C.  
North Vancouver, B.C.

North Shore Family Day Care Society  
North Vancouver, B.C.

North Shore Out-of-School Care Association  
North Vancouver, B.C.

Port Alberni Day Care Association  
Port Alberni, B.C.

Port Moody Daycare Association  
Port Moody, B.C.

Registered Out-of-School Care Operators  
Victoria, B.C.

Richmond Family Day Care Society  
Richmond, B.C.

School-Age Child Care Association  
Vancouver, B.C.

Society for Children & Youth B.C.  
Vancouver, B.C.

South Delta Day Care Association  
Tsawassen, B.C.

South Fraser Family Day Care Society  
Delta, B.C.

Vancouver Island Cooperative Pre-school Association  
Victoria, B.C.

Vancouver Island Early Childhood Centre Operators Association  
Victoria, B.C.

Western Canada Family Day Care Association of B.C.  
Vancouver, B.C.

West Coast Child Care Resource Centre Society  
Vancouver, B.C.

West Kootenay Family and Childcare Services Society  
Nelson, B.C.

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## Chapter 4

### AN OVERVIEW OF NATIONAL CHILD CARE SURVEY DATA FOR BRITISH COLUMBIA

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#### Introduction

As noted in the introduction of the CNCCS Provincial-Territorial series, *Canadian Child Care in Context: Perspectives from the Provinces and Territories*, parent survey data were collected in each of the provinces in the fall of 1988. The sampling methodology employed was that of the on-going Statistics Canada Labour Force Survey (LFS) which routinely collects data in each of the provinces, but not in either territory. In order to create a large enough sample in each of the provinces to make certain reliable statements regarding child care usage for the total population (population estimates) the standard monthly LFS sample was augmented with additional rotation groups to create an appropriate sample size for the purposes of the Canadian National Child Care Study (see the *CNCCS Introductory Report*, Lero, Pence, Shields, Brockman, & Goelman, 1992 for additional information on the methodology of the study).

This chapter, which is based on data collected for the Canadian National Child Care Study (CNCCS), will provide information on families and children in British Columbia, with some national perspectives as well. The information is presented in three sections which approximately correspond to three CNCCS survey analysis sites:

- I. *Family composition and characteristics* data were developed at the University of Manitoba under the direction of Dr. Lois Brockman, principal investigator, and Ms. Ronald Abraham, analyst.
- II. *Parents and work* data were developed at the University of Guelph under the direction of Dr. Donna Lero, principal investigator and project director, and Dr. Sandra Nuttall, senior data analyst.
- III. *Child care* data were developed at the University of British Columbia under the direction of Dr. Hillel Goelman, University of British Columbia, principal investigator, and Dr. Alan Pence, University of Victoria, principal investigator and project co-director. Senior analysts at University of British Columbia were Dr. Jonathan Berkowitz and Dr. Ned Glick.

In reading the following information it should be understood that the data represent a "snapshot" of Canadian life, the experiences of one week in the lives of interviewed families. But from this one week a composite picture of Canadian families and their child care experiences can be constructed. The sample size of 24,155 interviewed families with 42,131 children 0-12 years of age is sufficiently large to generate precise population estimates for the whole of the country and for each of the provinces. The sample represents 2,724,300 families nation-wide with 4,658,500 children under the age of 13 years.

The data presented in the following sections are fundamentally of two forms: 1) numbers of families, and 2) numbers of children in those families. (Please note that in reviewing the Chapter 4 tables, numbers have been rounded and therefore totals and percentages may not reconcile.) This report uses age breakdowns similar to those utilized in the *Status of Day Care in Canada* reports (1972 - present) published annually by Health and Welfare Canada: 0-17 months, 18-35 months, 3-5 years, 6-9 years, 10-12 years. A glossary of terms used in this chapter is provided in the Appendices to the volume.

The survey data presented in this chapter should be read in the social, historical and legislative context provided in the other chapters of the British Columbia Report. As noted earlier, each of the three sections, while focusing primarily on provincial data, will provide a brief overview of Canadian data as well, generally at the beginning of each section.

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## I. Family Composition and Characteristics

### Family Structure and Employment Status

#### 1. Canada

In the fall of 1988 there were 2,724,300 families with children 0-12 years of age living in Canada. Of these, 2,324,800 (85.3%) were two-parent families and the remaining 399,500 (14.7%) were one-parent families. Family status figures for Canada by one and two-parent configuration, employment status, and number of children 0-12 years of age are shown in Table 4.1.

Both parents were employed in 1,341,500 (57.7%) of two-parent families, one parent was employed in 895,900 (38.5%) of these families, and neither parent was employed in 87,400 (3.8%) of the two-parent families. In one-parent families, the parent was employed in 217,900 (54.5%) of cases; the remaining 181,600 (45.5%) parents from one-parent families were not employed. (See glossary for definitions of terms used by the CNCCS).

Table 4.1

### Family Structure and Employment Status of Parents by Number of Children 0-12 Years of Age in Canada

	Number of Children 0-12 Years of Age in Family			
	1	2	3 or more	Total
<b>Two-parent families</b>	<b>1,007,700</b>	<b>971,300</b>	<b>345,800</b>	<b>2,324,800</b>
Both parents employed	618,100	560,200	163,200	1,341,500
One parent employed	349,300	379,100	167,600	895,900
Neither parent employed	40,300	32,100	15,000	87,400
<b>One-parent families</b>	<b>253,400</b>	<b>114,100</b>	<b>32,000</b>	<b>399,500</b>
Parent employed	149,800	56,400	11,800	217,900
Parent not employed	103,600	57,800	20,300	181,600
<b>All families</b>	<b>1,261,100</b>	<b>1,085,500</b>	<b>377,800</b>	<b>2,724,300</b>

The 2,724,300 Canadian families included 4,658,500 children 0-12 years of age. Of these children, 2,164,800 (46.5%) were 0-5 years of age and 2,493,700 (53.5%) were 6-12 years of age. A detailed description of the distribution of children in one and two-parent families, by age grouping, is shown in Table 4.2.

Of the total number of children 0-12 years of age living in Canada, during the reference week, 4,071,600 (87.4%) lived in two-parent families and 586,900 (12.6%) lived in one-parent families.

**Table 4.2**

**Number and Percentage of Children by Age Groups, in One And Two-Parent Families in Canada**

		Two-Parent Families	One-Parent Families	Total Number of Children
0-17 months	No.	509,500	49,600	559,100
	%	91.1	8.9	100.0
18-35 months	No.	476,600	55,300	531,900
	%	89.6	10.4	100.0
3-5 years	No.	939,900	133,900	1,073,800
	%	87.5	12.5	100.0
6-9 years	No.	1,238,700	198,100	1,436,800
	%	86.2	13.8	100.0
10-12 years	No.	906,900	150,000	1,056,900
	%	85.8	14.2	100.0
Total	No.	4,071,600	586,900	4,658,500
	%	87.4	12.6	100.0

Almost half (49.5%) of children 0-12 years of age lived in families in which both parents (in a two-parent family) or the single parent (in a one-parent family) were employed either full-time or part-time. The number of children in each age group with employed parents is presented in Table 4.3. More than one third (34.0%) of children 0-17 months of age lived in families in which both parents, or the one parent (in one-parent families), were employed full-time or part-time. This percentage increased to 58.1% for children 10-12 years of age.

Table 4.3

**Number and Percentage of Children, by Age Groups, and by the Employment Status of Parents in Canada**

		Parent(s) employed full-time <sup>1</sup>	Parent(s) employed part-time <sup>1</sup>	One parent p/t and one parent f/t	One parent f/t and one parent not employed	One parent p/t and one parent not employed	Parent(s) not employed <sup>1</sup>	Total
0-17 months	No.	103,500	11,800	75,200	260,500	25,300	82,700	559,000
	%	18.5	2.1	13.5	46.6	4.5	14.8	100.0
18-35 months	No.	131,300	13,600	85,500	212,600	20,000	68,800	531,900
	%	24.7	2.6	16.1	40.0	3.8	12.9	100.0
3-5 years	No.	279,300	30,300	195,100	393,900	41,000	134,200	1,073,900
	%	26.0	2.8	18.2	36.7	3.8	12.5	100.0
6-9 years	No.	439,500	43,200	282,600	462,700	46,300	162,500	1,436,800
	%	30.6	3.0	19.7	32.2	3.2	11.3	100.0
10-12 years	No.	383,900	34,100	196,700	302,400	28,900	111,000	1,056,900
	%	36.3	3.2	18.6	28.6	2.7	10.5	100.0
<b>Total</b>	<b>No.</b>	<b>1,337,500</b>	<b>133,000</b>	<b>835,100</b>	<b>1,632,100</b>	<b>161,500</b>	<b>559,200</b>	<b>4,658,500</b>
	%	28.7	2.9	17.9	35.0	3.5	12.0	100.0

Key: <sup>1</sup> Columns one, two and six refer to two-parent families where both parents fit the employment description, and to one-parent families where the single parent fits the employment description. (Columns three, four and five refer only to two-parent families.)

## 2. British Columbia

There were 293,000 families with children 0-12 years of age living in British Columbia. Of these, 243,900 (83.3%) were two-parent families and 49,100 (16.7%) were one-parent families.

Both parents were employed in 127,200 (52.2%) of the two-parent families, one parent was employed in 106,000 (43.5%) of the two-parent families; and neither parent was employed in 10,800 (4.3%) of two-parent families. In one-parent families, the parent was employed in 27,400 (55.8%) of cases. The remaining 21,700 (44.2%) of parents from one-parent families were not employed.

Table 4.4

**Family Structure and Employment Status of Parents by Number of Children 0-12 Years of Age in British Columbia**

	Number of Children 0-12 Years of Age in Family			
	1	2	3 or more	Total
<b>Two-parent families</b>	<b>98,100</b>	<b>104,300</b>	<b>41,500</b>	<b>243,900</b>
Both parents employed	53,100	55,200	18,900	127,200
One parent employed	39,300	45,400	21,400	106,000
Neither parent employed	5,700q	...	...	10,800
<b>One-parent families</b>	<b>30,800</b>	<b>12,000</b>	<b>6,300q</b>	<b>49,100</b>
Parent employed	19,800	...	...	27,400
Parent not employed	11,000	7,400q	...	21,700
<b>All families</b>	<b>129,000</b>	<b>116,300</b>	<b>47,800</b>	<b>293,000</b>

Table 4.5 indicates that a higher proportion of two-parent families than one-parent families living in British Columbia had two or more children 0-12 years of age. Conversely, a higher proportion of one-parent families than two-parent families had only one child 0-12 years of age. Relatively few, both one-parent (12.8%) and two-parent (17.0%) families, had three or more children 0-12 years of age.

**Table 4.5**

**Number of One and Two-Parent Families with Children 0-12 Years of Age in British Columbia**

	No. %	Number of Children 0-12 Years of Age in Family			Total
		1	2	3 or more	
Number of two-parent families	No. %	98,100 40.2	104,300 42.8	41,500 17.0	243,900 100.0
Number of one-parent families	No. %	30,800 62.8	12,000 24.4	6,300q 12.8	49,100 100.0
<b>Total</b>	<b>No. %</b>	<b>128,900 44.0</b>	<b>116,300 39.7</b>	<b>47,800 16.3</b>	<b>293,000 100.0</b>

The 293,000 families in British Columbia included a total of 518,000 children 0-12 years of age. The distribution of these children by age group and by family type is shown in Table 6. Of the 518,000 children 0-12 years of age, 442,600 (85.4%) lived in two-parent families and 75,400 (14.6%) lived in one-parent families. Almost half, 48.9%, of children in two-parent families were 0-5 years of age. By comparison, 38.1% of children from one-parent families were 0-5 years of age.

**Table 4.6**

**Number and Percentage of Children by Age Groups, in One And Two-Parent Families in British Columbia**

		Two-parent families	One-parent families	Total number of children
0-17 months	No. %	55,800 89.9	6,300q 10.1	62,100 100.0
18-35 months	No. %	52,000 86.0	8,500q 14.0	60,500 100.0
3-5 years	No. %	108,800 88.7	13,900 11.3	122,700 100.0
6-9 years	No. %	132,200 83.1	26,800 16.9	159,100 100.0
10-12 years	No. %	93,800 83.4	19,900 16.6	113,700 100.0
<b>Total</b>	<b>No. %</b>	<b>442,600 85.4</b>	<b>75,400 14.6</b>	<b>518,000 100.0</b>

### Urban and Rural Families

The CNCCS Survey collected information on the location of families and children within each of the provinces. Regions of each province were described on the basis of population size and density. A rural area was defined as a territory lying outside urban areas and with populations of less than 15,000. Urban areas were classified as either "large urban centres" with populations of 100,000 or greater, or as "mid-sized urban centres" with populations ranging from 15,000 to 99,999.

A majority (54.4%) of families in British Columbia with children 0-12 years of age lived in larger urban centres. Approximately one-quarter (24.2%) of families with children 0-12 years of age lived in rural regions, and the remaining 21.5% lived in mid-sized urban centres. Table 4.7A presents British Columbia data while Table 4.7B represents comparable data on Canada.

**Table 4.7A**

**Number and Percentage of Families, by Numbers of Children 0-12 Years of Age in the Family, Living in Rural and Urban British Columbia**

Number of families in:	Number of Children 0-12 Years of Age in Family				Total
	1	2	3 or more		
Large urban centres (100,000 and more)	No. 74,000	60,400	24,900	159,300	
	% 46.5	37.9	15.6	100.0	
Mid-size urban centres (15,000-99,999)	No. 25,200	28,600	9,200	63,000	
	% 40.0	45.4	14.6	100.0	
Rural areas (less than 15,000)	No. 29,800	27,400	13,600	70,800	
	% 42.1	38.7	19.2	100.0	
<b>Total</b>	<b>No. 129,000</b>	<b>116,400</b>	<b>47,700</b>	<b>293,000</b>	
	<b>% 44.0</b>	<b>39.7</b>	<b>16.3</b>	<b>100.0</b>	

**Table 4.7B**

**Number and Percentage of Families, by Numbers of Children 0-12 Years of Age in the Family, Living in Rural and Urban Canada**

Number of families in:	Number of Children 0-12 Years of Age in Family				Total
	1	2	3 or more		
Large urban centres 100,000 and more)	No. 770,200	606,100	190,700	1,567,000	
(	% 49.1	38.7	12.2	100.0	
Mid-size urban centres (15,000-99,999)	No. 164,300	145,600	49,000	358,900	
	% 45.8	40.6	13.6	100.0	
Rural areas (less than 15,000)	No. 326,500	333,800	138,100	798,400	
	% 40.9	41.8	17.3	100.0	
<b>Total</b>	<b>No. 1,261,100</b>	<b>1,085,500</b>	<b>377,800</b>	<b>2,724,300</b>	
	<b>% 46.3</b>	<b>39.8</b>	<b>13.9</b>	<b>100.0</b>	

Table 4.8 provides information on age groups living in rural and urban British Columbia. The 70,800 families in rural British Columbia included 130,000 children 0-12 years of age (1.8 children per family). The 63,000 families in mid-sized urban areas included 112,900 children 0-12 years of age (1.8 children per family); and in large urban centres the 159,300 families included 275,100 children 0-12 years of age (1.7 children per family).

A higher proportion of children living in rural areas of British Columbia were 6-12 years than were children living in urban areas. Of the 130,000 children 0-12 years of age in rural areas, 70,700 (54.4%) were 6-12 years of age. By comparison, 56,900 (50.4%) of children 0-12 years of age in mid-sized urban areas and 145,200 (52.8%) of children in large urban centres were 6-12 years of age.

**Table 4.8**
**Number of Children, by Age Groups, Living in Rural and Urban British Columbia**

Ages of children		Number of Children Living in			
		Large urban centres (100,000 and more)	Mid-size urban centres (15,000-99,999)	Rural areas (15,000 and less)	Total
0-17 months	No.	32,500	13,400	16,200	62,100
	%	52.3	21.6	26.1	100.0
18-35 months	No.	31,600	15,000	13,800	60,400
	%	52.3	24.8	22.9	100.0
3-5 years	No.	65,800	27,500	29,400	122,700
	%	53.6	22.4	24.0	100.0
6-9 years	No.	84,300	34,200	40,600	159,100
	%	53.0	21.5	25.5	100.0
10-12 years	No.	60,900	22,700	30,100	113,700
	%	53.6	20.0	26.4	100.0
<b>Total number of children</b>	<b>No.</b>	<b>275,100</b>	<b>112,900</b>	<b>130,000</b>	<b>518,000</b>
	<b>%</b>	<b>53.1</b>	<b>20.0</b>	<b>25.1</b>	<b>100.0</b>

**Special Needs**

Tables 4.9 and 4.10 provide information on families in British Columbia which included at least one child 0-12 years of age with special needs. In the CNCCS, a child with special needs was defined as a child with a long-term disability, handicap or health problem.

Of the 293,000 families with children 0-12 years of age living in British Columbia, 26,700 (9.1%) included at least one child with special needs. Of these families with a special needs child, 8,800 (33.0%) had only one child, and 17,900 (67.0%) included two or more children, as compared with the overall British Columbia figures of 44.0% of families with one child and 56.0% with two or more children 0-12 years of age.

Table 4.9

**Number of Families which Include At Least One Child 0-12 Years of Age With Special Needs in British Columbia by Number of Children in Family**

Number of children in family:		Number of families with special needs child(ren)	Number of families with no special needs child(ren)	Total number of families
1 child	No.	8,800	120,200	129,000
	%	6.8	93.2	100.0
2 children	No.	10,600	105,700	116,300
	%	9.1	90.9	100.0
3 or more children	No.	7,300q	40,500	47,800
	%	15.3	84.7	100.0
Total	No.	26,700	266,400	293,000
	%	9.1	90.9	100.0

A total of 28,800 children 0-12 years of age with special needs were living in British Columbia. The age distribution of these children is shown in Table 4.10. These 28,800 children comprised 5.6% of the 518,000 children 0-12 years of age living in British Columbia. However, the percentage of children with special needs was not constant across all age groups. For example, approximately 3.2% of children in the 3 year age span of 0-35 months of age in British Columbia were described as having special needs, compared with 7.0% of children in the older 10-12 age group.

Table 4.10

**Number of Children 0-12 Years of Age With Special Needs in British Columbia**

		Number of children with special needs	Number of children with no special needs	Total number of children
0-17 months	No.	...	60,100	62,100
	%	...	96.8	100.0
18-35 months	No.	...	58,600	60,500
	%	...	96.9	100.0
3-5 years	No.	8,100q	114,600	122,700
	%	6.6	93.4	100.0
6-9 years	No.	8,700q	150,300	159,000
	%	5.5	94.5	100.0
10-12 years	No.	8,000q	105,700	113,700
	%	7.0	93.0	100.0
<b>Total number of children</b>	<b>No.</b>	<b>28,800</b>	<b>489,200</b>	<b>518,000</b>
	%	5.6	94.4	100.0

The second section of Chapter Four will focus on *Parents and Work* data. As with the first section, an overview of Canadian data will be presented first with provincial data following.

## II. Parents and Work

The CNCCS Survey collected information on the employment status of parents within families which included at least one child 0-12 years of age. The focus of many of the following Tables is the employment status of the parent most responsible for making the child care arrangements. In the following text the term "Interviewed Parent" (IP) is used to indicate that parent. In two-parent families, in which child care arrangements were made jointly and equally, the female parent was designated as the IP. Employment status in this section is referred to by the terms full-time and part-time employment. Full-time employment refers to a person who was employed for 30 or more hours per week, and part-time employment refers to a person who was employed for less than 30 hours per week at all jobs.

### 1. Canada

Table 4.11 provides information on the employment status of parents in families which included children 0-5 and children 6-12 years of age. Both parents were employed in 743,200 (53.4%) of the 1,391,900 two-parent families which included at least one child 0-5 years of age. By comparison, 83,900 (43.0%) of parents were employed in one-parent families which included at least one child 0-5 years of age. The percentage of families in which both parents (in two-parent families) and the parent (in one-parent families) were employed increased in families in which there were no children 0-5 years of age. In the age group 6-12 years, both parents were employed in 598,300 (64.0%) of the 932,900 two-parent families, and 134,000 (65.5%) of parents were employed in one-parent families.

**Table 4.11**

**Employment Status of Parents With and Without Children 0-5 Years of Age in Canada**

	No.	Two Parent Families			One Parent Families		Total number of two parent and one parent families
		Both parents employed	One parent employed	Neither parent employed	Parent employed	Parent not employed	
Families with at least one child 0-5 years of age	No. %	743,200 46.8	593,200 37.4	55,500 3.5	83,900 5.3	110,900 7.0	1,586,700 100.0
Families with at least one child 6-12 years of age and with no children 0-5 years of age	No. %	598,300 52.6	302,700 26.6	31,900 2.8	134,000 11.8	70,700 6.2	1,137,600 100.0
Total	No. %	1,341,500 49.2	895,900 32.9	87,400 3.2	217,900 8.0	181,600 6.7	2,724,300 100.0

There were 2,724,300 families in Canada with children 0-12 years of age. As shown in Table 4.12, 1,168,200 (42.9%) of IP's from these families were employed full-time. A further 466,000 (17.1%) IP's were employed part-time and 1,090,200 (40.0%) IP's were not employed.

Table 4.12

**Employment Status of the Interviewed Parent With and Without Children 0-5 Years of Age in Canada**

	No.	Employment Status of IP			
		Full-time	Part-time	Not employed	Total
IP with at least one child 0-5 years of age	No.	558,200	237,100	650,100	1,445,300
	%	38.6	16.4	45.0	100.0
IP with at least one child 6-12 years of age and with no children 0-5 years of age	No.	610,000	228,900	440,100	1,279,000
	%	47.7	17.9	34.4	100.0
<b>Total</b>	<b>No.</b>	<b>1,168,200</b>	<b>466,000</b>	<b>1,090,200</b>	<b>2,724,300</b>
	<b>%</b>	<b>42.9</b>	<b>17.1</b>	<b>40.0</b>	<b>100.0</b>

Of the 4,658,500 children 0-12 years of age in Canada, 1,841,300 (39.5%) lived in families in which the IP was employed full-time. A further 839,000 (18.0%) of children lived in families in which the IP was employed part-time. A total of 1,978,200 children (42.5%) lived in families in which the IP was not employed.

There were 2,164,800 children 0-5 years of age in Canada. Of these, 1,138,100 (52.6%) lived in families in which the IP was employed either full-time (35.5%) or part-time (17.1%). By comparison, of the 2,493,700 children 6-12 years of age, 1,542,100 (61.8%) lived in families in which the IP was employed either full-time (43.0%) or part-time (18.8%).

Table 4.13

**Number of Children by Age and the Employment Status of the Interviewed Parent in Canada**

	No.	Employment Status of IP			
		Full-time	Part-time	Not employed	Total
0-17 months	No.	195,000	81,500	282,500	559,000
	%	34.9	14.6	50.5	100.0
18-35 months	No.	186,000	90,500	255,400	531,900
	%	35.0	17.0	48.0	100.0
3-5 years	No.	388,200	196,900	488,700	1,073,900
	%	36.2	18.3	45.5	100.0
6-9 years	No.	586,300	275,100	575,400	1,436,800
	%	40.8	19.1	40.0	100.0
10-12 years	No.	485,800	194,900	376,200	1,056,900
	%	46.0	18.4	35.6	100.0
<b>Total</b>	<b>No.</b>	<b>1,841,300</b>	<b>839,000</b>	<b>1,978,200</b>	<b>4,658,500</b>
	<b>%</b>	<b>39.5</b>	<b>18.0</b>	<b>42.5</b>	<b>100.0</b>

## 2. British Columbia

Table 4.14 provides information on the employment status of parents in families which included a youngest child 0-5 years of age and a youngest child 6-12 years of age. Both parents were employed in 69,200 (45.9%) of the 150,900 two-parent families which included at least one child 0-5 years of age. By comparison, 10,400 (44.1%) of parents were employed in one-parent families which included at least one child 0-5 years of age. The percentage of families in which both parents (in two-parent families) and the parent (in one-parent families) were employed, increased in families in which there were no children 0-5 years of age. In the age group 6-12 years, both parents were employed in 58,000 (62.4%) of the 93,000 two-parent families and 17,000 (66.7%) of parents were employed in one-parent families.

**Table 4.14**

**Employment Status of Parents With and Without Children 0-5 Years of Age in British Columbia**

	No.	Two Parent Families			One Parent Families		Total number of two parent and one parent families
		Both parents employed	One parent employed	Neither parent employed	Parent employed	Parent not employed	
Family with at least one child 0-5 years of age	No.	69,200	74,400	7,300q	10,400	13,200	174,600
	%	39.6	42.6	4.2	5.9	7.6	100.0
Family with at least one child 6-12 years of age and with no children 0-5 years of age	No.	58,000	31,600	...	17,000	8,500	118,500
	%	48.9	26.7	2.9	14.3	7.2	100.0
<b>Total</b>	<b>No.</b>	<b>127,200</b>	<b>106,000</b>	<b>10,700</b>	<b>27,400</b>	<b>21,700</b>	<b>293,000</b>
	<b>%</b>	<b>43.4</b>	<b>36.2</b>	<b>3.7</b>	<b>9.3</b>	<b>7.4</b>	<b>100.0</b>

The employment status of the Interviewed Parent (IP) in families in British Columbia with children 0-12 years of age, is shown in Table 4.15. Of the total of 293,000 families with children 0-12 years of age in British Columbia, 100,300 (34.2%) of IPs were employed full-time, 64,400 (22.0%) were employed part-time, and 128,400 (43.8%) were not employed.

Of the 174,600 families in British Columbia with at least one child 0-5 years of age, 48,400 (27.7%) of the IPs were employed full-time and 38,600 (22.1%) were employed part-time. More than half 87,600 (50.2%) IPs with children 0-5 years of age were not employed.

The percentage of IPs who were employed full-time and part-time was higher in families in which there were no children 0-5 years of age. Complementing this, a higher percentage of IPs were not employed in families in which there were children 0-5 years of age.

Table 4.15

**Employment Status of the Interviewed Parent With and Without Children 0-5 Years of Age in British Columbia**

Number of families	Employment Status of IP				Total
	Full-time	Part-time	Not Employed		
IP with at least one child 0-5 years of age	No. %	48,400 27.7	38,600 22.1	87,600 50.2	174,600 100.0
IP with at least one child 6-12 years of age and with no children 0-5 years of age	No. %	51,900 43.8	25,700 21.8	40,800 34.4	118,500 100.0
Total	No. %	100,300 34.2	64,400 22.0	128,400 43.8	293,000 100.0

Table 4.16 indicates the number and the ages of children by the employment status of the IP. Of the 518,000 children 0-12 years of age in British Columbia, 162,500 (31.4%) lived in families in which the IP was employed full-time and 117,800 (22.7%) lived in families in which the IP was employed part-time. A further 237,700 (45.9%) lived in families in which the IP was not employed.

There were 122,600 children 0-35 months in British Columbia. Of these, 55,900 (45.6%) lived in families in which the IP was employed either full-time (24.6%) or part-time (20.9%). By comparison, of the 113,700 children 10-12 years of age in British Columbia, 67,400 (59.3%) lived in families in which the IP was employed either full-time (39.5%) or part-time (19.8%).

Table 4.16

**Number of Children by Age Groups and the Employment Status of the Interviewed Parent in British Columbia**

	Employment Status of IP				Total
	Full-time	Part-time	Not employed		
0-17 months	No. %	13,800 22.3	11,900 19.2	36,300 58.5	62,100 100.0
18-35 months	No. %	16,400 27.2	13,800 22.8	30,300 50.1	60,500 100.0
3-5 years	No. %	31,400 25.6	31,500 25.7	59,700 48.7	122,700 100.0
6-9 years	No. %	56,000 35.2	38,100 24.0	65,000 40.9	159,100 100.0
10-12 years	No. %	44,900 39.5	22,500 19.8	46,400 40.8	113,700 100.0
Total	No. %	162,500 31.4	117,800 22.7	237,700 45.9	518,000 100.0

### **Family Income**

The income received by the Interviewed Parent and spouse or partner in two-parent families in 1987 is indicated in Table 4.17A (British Columbia) and Table 4.17B (Canada). The combined parental incomes reported in these tables include gross income from wages and salaries, net income from self-employment, transfer payments (such as UIC and Family Allowance), and other income sources (such as scholarships, and private pensions).

**Table 4.17A**

**Distribution of Families in British Columbia Across Selected Income Ranges Based on 1987 Combined Parental Income**

Combined Parental Income	Number and Percentage of Families		Cumulative Percentage
	No.	%	
Less than \$20,000	62,800	21.4	21.4
\$20,001-\$30,000	44,000	15.0	36.4
\$30,001-\$40,000	59,800	20.4	56.8
\$40,001-\$50,000	49,800	17.0	73.8
\$50,001-\$60,000	32,500	11.1	84.9
More than \$60,000	44,100	15.1	100.0
<b>Total</b>	<b>293,000</b>	<b>100.0</b>	

**Table 4.17B**

**Distribution of Families in Canada Across Selected Income Ranges Based on 1987 Combined Parental Income**

Combined Parental Income	Number and Percentage of Families		Cumulative Percentage
	No.	%	
Less than \$20,000	570,100	20.9	20.9
\$20,001-\$30,000	426,000	15.6	36.5
\$30,001-\$40,000	544,000	20.0	56.5
\$40,001-\$50,000	455,400	16.7	73.2
\$50,001-\$60,000	313,600	11.5	84.7
More than \$60,000	415,200	15.2	99.9
<b>Total</b>	<b>2,724,300</b>	<b>100.0</b>	

### **III. Child Care Arrangements**

The third and final section of this chapter will focus on child care arrangements used for two different purposes: (1.) subsection A will present data regarding various forms of care used during the reference week for more than one hour, regardless of the reason the care was used; and (2.) subsection B will present data on the form of care used for the greatest number of hours during that week and used solely for the purpose of child care while the IP was working or studying (in the CNCCS this is termed "primary care while the IP was working or studying"). Within subsection A ("all care used for more than one hour for any purpose"), the following data will be presented:

1. total number of children using various care arrangements;
2. number of paid and unpaid child care arrangements; and
3. average number of hours children spent in various care arrangements.

Following the three aspects of "all care regardless of purpose", subsection B will focus on "primary care arrangements used while the IP was working or studying".

Canadian and British Columbia data and one and two-parent perspectives will be considered in the following section. In reviewing the following data please bear in mind that school is excluded as a caregiving arrangement in this analysis.

**A. All Care Used, Regardless of Purpose, For More Than One Hour During the Reference Week**

**Number of Child Care Arrangements**

**1. Canada**

Of the 4,658,500 children 0-12 years of age in Canada, 1,578,500 (33.9%) reported no supplemental (i.e. non-IP) child care arrangements (see glossary reference for supplemental care). Of those participating in supplemental child care, 1,770,000 (38.0%) were involved in only one child care arrangement and 1,310,000 (28.1%) were involved in two or more child care arrangements.

Table 4.18

**Number of Child Care Arrangements (Excluding School)<sup>1</sup> For All Children 0-12 Years of Age in Canada**

Number of Supplemental Care Arrangements					
	No. %	Care by IP only. No supplemental care reported	1	2 or more	Total
		218,900 39.2	227,000 40.6	113,100 20.2	559,000 100.0
18-35 months	No. %	156,600 29.4	223,200 42.0	152,100 28.6	531,900 100.0
	No. %	173,900 16.2	419,500 39.1	480,400 44.7	1,073,800 100.0
6-9 years	No. %	590,100 41.1	515,900 35.9	330,900 23.0	1,436,900 100.0
	No. %	439,000 41.5	384,400 36.4	233,500 22.1	1,056,900 100.0
Total	No. %	1,578,500 33.9	1,770,000 38.0	1,310,000 28.1	4,658,500 100.0

<sup>1</sup> Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

**2. British Columbia**

Of the 518,000 children 0-12 years of age in British Columbia, 171,000 (33.0%) had no reported supplemental child care arrangements, and 347,000 (67.0%) were involved in one or more child care arrangements.

For British Columbia children 6-12 years of age, 162,300 (59.5%) were in one or more child care arrangements (excluding school). Of these, 65,600 (40.4%) had two or more arrangements.

For children 0-5 years of age, 60,500 (24.7%) had no reported supplemental care. Of the 184,600 children 0-5 years of age who were in one or more supplemental child care arrangements, 89,900 (48.7%) were in two or more arrangements during the reference week.

Children 0-17 months of age had the lowest proportion of multiple care arrangements compared to the other age groups (see Table 4.19). Of the 62,100 children in this age group, 13,500 (21.7%) were in more than one child care arrangement. By comparison, 16,900 (28.0%) children 18-35 months of age and 59,500 (48.5%) children 3-5 years of age were in more than one child care arrangement.

Children 0-17 months of age had the highest percentage of no supplemental care reported. There were 24,100 (38.8%) children 0-17 months of age who reported no supplemental child care. By comparison 18,000 (29.8%) children 18-35 months of age, and 18,400 (15.0%) children 3-5 years reported no supplemental care. Of the children 0-17 months of age in British Columbia, 24,500 (39.5%) children were in only one reported supplemental child care arrangement. By comparison, 25,500 (42.2%) of children 18-35 months and 44,700 (36.5%) of children 3-5 years of age were in one supplemental child care arrangement.

Children 3-5 years of age in British Columbia participated in supplemental care arrangements to a much greater degree than did children in any other age group. A majority (85.0%) of children in this age group were involved in at least one supplemental care arrangement, compared with 61.2% of children 0-17 months of age, 70.2% of children 18-35 months of age, 62.0% of children 6-9 years of age, and 56.0% of children 10-12 years of age. More than a third (36.5%) of children 3-5 years of age were in one form of supplemental child care, and 48.5% were involved in two or more care arrangements.

**Table 4.19**

**Number of Child Care Arrangements (Excluding School) For All Children 0-12 Years of Age in British Columbia<sup>1</sup>**

		Number of Supplemental Care Arrangements			
		No supplemental care	1	2 or more	Total
0-17 months	No.	24,100	24,500	13,500	62,100
	%	38.8	39.5	21.7	100.0
18-35 months	No.	18,000	25,500	16,900	60,500
	%	29.8	42.2	28.0	100.0
3-5 years	No.	18,400	44,700	59,500	122,700
	%	15.0	36.5	48.5	100.0
6-9 years	No.	60,500	58,200	40,500	159,100
	%	38.0	36.6	25.4	100.0
10-12 years	No.	50,000	38,700	25,100	113,700
	%	44.0	34.0	22.0	100.0
<b>Total</b>		<b>171,000</b>	<b>191,600</b>	<b>155,400</b>	<b>518,000</b>
		<b>%</b>	<b>33.0</b>	<b>37.0</b>	<b>30.0</b>
					<b>100.0</b>

<sup>1</sup> Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

### Paid and Unpaid Child Care Arrangements

Child care arrangements for children did not always involve payment. While 347,000 British Columbia children (67.0%) were in one or more supplemental child care arrangements in the reference week (see Table 4.19), Table 4.20 indicates that only 147,100 (42.4%) of those arrangements were paid arrangements. Of these children in paid arrangements, only 26,000 (17.7%) were involved in more than one paid arrangement.

A smaller percentage of children 6-12 years of age were reported to be involved in paid care arrangements than were children 0-5 years of age. Only 6.9% of children 10-12 years of age and 23.5% of children 6-9 years of age were reported in paid care arrangements.

By contrast children 0-5 years of age had higher percentages of reported paid child care arrangements. Almost half (49.3%) of 3-5 year old children, 44.0% of 18-35 month old children, and 23.8% of 0-17 month old children were involved in paid child care arrangements.

Table 4.20

**Number of Paid Child Care Arrangements for All Children 0-12 Years of Age in British Columbia<sup>1</sup>**

	No.	%	Number of Paid Child Care Arrangements			
			No paid arrangements	1	2 or more	Total
0-17 months	47,300	76.2	13,700	...	...	62,100
			22.0	...	...	100.0
18-35 months	33,900	56.0	22,800	...	...	60,500
			37.8	...	...	100.0
3-5 years	62,200	50.7	46,200	14,300	11.6	122,700
			37.7	11.6	11.6	100.0
6-9 years	121,600	76.4	31,400	6,000q	3.8	159,100
			19.7	3.8	3.8	100.0
10-12 years	105,800	93.1	7,000q	...	...	113,700
			6.2	...	...	100.0
<b>Total</b>	<b>370,800</b>	<b>71.6</b>	<b>121,100</b>	<b>26,000</b>	<b>5.0</b>	<b>518,000</b>
			23.4	5.0	5.0	100.0

<sup>1</sup> Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

### Hours in Child Care

#### 1. Canada

There were 4,658,500 children 0-12 years of age living in Canada in 1988. Of these, 3,079,900 (66.1%) were involved in at least one child care arrangement in addition to the care provided by the IP. Excluding those children who received no supplemental care and excluding the time that children spent in formal schooling those 3,079,900 children used at least one supplemental child care arrangement for an average of 22.0 hours during the reference week.

For those children 0-12 years of age who used at least one supplemental child care arrangement, 1,378,300 (44.8%) were in paid child care arrangements for an average of 20.3 hours per week.

An examination by age groups reveals that children between 18-35 months of age spent the most time in supplemental child care, with an average of 29.7 hours per week. Those who were in paid arrangements averaged 27.4 hours in paid care. Children 3-5 years of age, averaged 28.1 hours per week in care, and those children in paid care averaged 22.5 hours per week. Children 0-17 months of age averaged 26.0 hours per week in care arrangements, and those in paid care also averaged 26.0 hours per week.

School age children spent less time in care arrangements, both in paid and non-paid care. Excluding time spent in school, children 6-9 years of age averaged 15.4 hours per week in care, with those in paid arrangements averaging 11.7 hours per week in paid care. Similarly, children 10-12 years of age averaged 14.7 hours per week in care, with those in paid care arrangements averaging 11.8 hours per week.

**Table 4.21**

**Number and Ages of Children and the Average Number of Hours of Care for All Children 0-12 Years of Age in Canada<sup>1</sup>**

	Number of children in supplemental care/average hours	Number of children in paid care/average hours
0-17 months	340,100 26.0 hours/week	178,400 26.0 hours/week
18-35 months	375,300 29.7 hours/week	237,000 27.4 hours/week
3-5 years	899,900 28.1 hours/week	513,900 22.5 hours/week
6-9 years	846,700 15.4 hours/week	352,600 11.7 hours/week
10-12 years	617,900 14.7 hours/week	96,400 11.8 hours/week
<b>Total/Average</b>	<b>3,079,900 22 hours/week</b>	<b>1,378,300 20.3 hours/week</b>

<sup>1</sup> Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

## 2. British Columbia

Of the 518,000 children 0-12 years of age living in British Columbia, 347,000 (67.0%) were involved in at least one supplemental child care arrangement in addition to the care provided by the IP. Excluding those children who reported no supplemental care and excluding the time that children spent in formal schooling, these children averaged 20.1 hours per week in care. As indicated on Table 4.22, a total of 147,200 (34.7%) of these children 0-12 years of age spent an average of 16.9 hours per week in paid care arrangements.

Children 0-5 years of age in British Columbia spent more time in child care arrangements than children 6-12 years of age. Children 18-35 months of age spent the most time in care. These children averaged 25.4 hours per week in care arrangements and those in paid arrangements averaged 22.6 hours per week in

paid supplemental care. Children 3-5 years of age averaged 23.4 hours per week in care, with those in paid care averaging 16.6 hours per week in paid supplemental care. Children 0-17 months of age were in care arrangements for an average of 22.2 hours per week. Those in paid care averaged 22.0 hours per week.

Children 6-12 years of age spent less time in supplemental care. Excluding time spent in formal school, children 6-9 years of age averaged 16.3 hours per week in care and those in paid care averaged 11.4 hours per week. Children 10-12 years of age averaged 15.7 hours per week in supplemental child care arrangements. Those in paid care averaged 16.3 hours per week.

**Table 4.22**

**Number and Ages of Children and the Average Number of Hours of Care for All Children 0-12 Years of Age in British Columbia<sup>1</sup>**

	Number of children in supplemental care/average hours	Number of children in paid care/average hours
0-17 months	38,000 22.2 hours/week	14,800 22.0 hours/week
18-35 months	42,500 25.4 hours/week	26,500 22.6 hours/week
3-5 years	104,200 23.4 hours/week	60,500 16.6 hours/week
6-9 years	98,600 16.3 hours/week	37,400 11.4 hours/week
10-12 years	63,800 15.7 hours/week	8,000 16.3 hours/week
<b>Total/Average</b>	<b>347,000 20.1 hours/week</b>	<b>147,200 16.9 hours/week</b>

<sup>1</sup> Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

## B. Primary Care Arrangements (Excluding School) Used While IP was Working or Studying

The previous discussions of "Child Care Arrangements" have examined a variety of characteristics of child care used regardless of purpose for more than one hour during the reference week. This part (Part B) of the child care section of Chapter 4 focuses on and provides data only on the one type of care (excluding school) in which a child participated for the greatest number of hours during the reference week while the IP was working or studying. That "greatest number of hours" form of care is termed "primary care" in the CNCCS.

### 1. Canada

A total of 2,612,900 Canadian children 0-12 use a primary caregiving arrangement (excluding school) while their parents work or study. This figure is 56.1% of the total number of children included in the Canadian National Child Care Study. Table 4.23 indicates the number and the percentage of children who use, as a primary care arrangement, fourteen different types of care (a fifteenth category of "no arrangement identified" is also included).

**Table 4.23**
**Primary Care Arrangements (Excluding School) Used While IP was Working or Studying, For Canada**

Primary Care Type	Child Age									
	0-17 Months		18-35 Months		3-5 Years		6-9 Years		10-12 Years	
	No.	%	No.	%	No.	%	No.	%	No.	%
1. IP at work	22,400	10.0	30,100	11.2	61,000	10.7	69,400	8.0	48,700	7.1
2. Spouse at home	44,800	20.0	42,000	15.6	100,000	17.5	212,000	24.6	179,900	26.2
3. Spouse at work	...	...	...	...	...	...	11,300	1.3	8,900q	1.3
4. Older sibling	...	...	...	...	...	...	59,300	6.9	83,400	12.1
5. Self-care	—	—	—	—	...	...	45,800	5.3	139,500	20.3
6. Relative in the child's home	23,300	10.4	20,200	7.5	42,900	7.5	50,900	5.9	27,000	3.9
7. Relative not in the child's home	31,800	14.3	31,900	11.8	47,000	8.3	56,000	6.5	29,200	4.2
8. Non-relative in the child's home	20,800	9.3	28,400	10.5	45,700	8.0	51,900	6.0	17,700	2.6
9. Non-relative not in the child's home (not licensed)	58,800	26.3	67,600	25.1	106,900	18.7	110,000	12.7	31,300	4.6
10. Non-relative not in the child's home (licensed)	...	...	7,200q	2.7	9,400q	1.7	6,700q	0.8	...	...
11. Nursery	—	—	...	...	15,800	2.8	...	...	—	—
12. Kindergarten	...	...	...	...	34,000	6.0	...	...	—	—
13. Day Care Centre	12,000	5.4	33,700	12.5	79,400	13.9	13,400	1.6	—	—
14. Before/After School	—	—	—	—	6,400q	1.1	40,500	4.7	7,100q	1.0
15. No Arrangement Identified	...	...	...	...	13,600	2.4	134,900	15.6	113,100	16.5
Total	223,300	100.0	269,600	100.0	570,200	100.0	862,600	100.0	687,200	100.0

The data provided in Table 4.23 give the most detailed picture of child care use to be developed in any national study. Typically only six or seven categories of care are identified in most national studies, and often the age categories are much broader than those provided here. Table 4.23 provides an insight into detailed and complex care use patterns.

One of the first characteristics that emerges from Table 4.23 is the relationship between age of child and type of care. Depending on child-age, certain types of care are not used at all (or in numbers too low to be reported) or they are used by very large numbers of children. To take a fairly obvious example, while nurseries and kindergartens are relatively important forms of care for 3-5 year olds, their use outside of this age group is zero or minimal. To take another example, while Before and After School Care Programs provide care for approximately 5% of 6-9 year olds, such care is used by only 1% of 10-12 year olds.

On the other hand, certain other forms of care are used by a fairly consistent percentage of children regardless of age group. Care by a "spouse in the home" is one of the least variable forms of care across all age groups, with a range from 15.6% for 18-35 month olds to 26.2% for 10-12 year olds.

Table 4.23 also identifies the most significant forms of care for each age group across the country. For children 0-17 months and 18-35 months of age, unlicensed family day care by a non-relative is the most frequently used care-type with approximately one-fourth of all children in each of those age groups in that form of care. For 3-5 year olds a broader distribution of children across a variety of care types is more in evidence with unlicensed family day care (18.7%), spouse in the home (17.5%), day care centres (13.9%), and IP at work (10.7%) each accounting for more than 10% of this age group's caregiving needs.

The overwhelming majority of children 6-12 are in school while the IP works or studies. School, however, has been excluded from Table 4.23 in order to focus on other major forms of caregiving for school-age children. The pattern for 6-9 year olds is quite different from 10-12 year olds. While the most used form of care for both groups is "spouse at home" (6-9 years = 24.6% and 10-12 years = 26.2%), that care-type is closely followed by "child in own care" (self-care) for 10-12 year olds (20.3%), while unlicensed family day care is the second most frequently reported form of care for 6-9 year olds (12.7%). It should also be noted that "no arrangement identified" represents a significant percentage of children in both school-age groups.

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## 2. British Columbia

The pattern of primary care use, while the IP works or studies, varies from province to province. Insofar as provincial numbers are much lower than national numbers and since numbers that are too low are not reportable, it is necessary to combine age groups when presenting provincial figures. The provincial tables will present data for three age groups: 0-35 months, 3-5 years, and 6-12 years. In addition, in order to maximize the number of reportable care arrangements, it is necessary to combine two arrangements into one category in a number of cases. Thus, in Table 4.24, nine composite categories are created that contain the fourteen primary care types identified in Table 4.23. The relationship of composite categories I-IX to the 15 forms of care is noted in the key to Table 4.24 located at the bottom of the Table.

Of the 518,000 children living in British Columbia, 272,700 (52.6%) used a primary care arrangement while the IP worked or studied. As was noted earlier in the national section, the pattern of use is variable by age group.

There were 49,400 children 0-35 months of age in British Columbia who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: licensed/unlicensed family day care (25.8%) and the IP's spouse at home or work (20.5%).

There were 59,300 children 3-5 years of age in British Columbia who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: the IP's spouse at home or work (27.2%) and licensed/unlicensed family day care (16.8%).

There were 164,000 children 6-12 years of age in British Columbia who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: the IP's spouse at home or work (28.0%) and self or sibling care (20.4%).

**Table 4.24**

**Categories of Primary Care Arrangements (Excluding School) Used While IP was Working or Studying for British Columbia**

Care Category	Child Age					
	0-35 Months		3-5 Years		6-12 Years	
	No.	%	No.	%	No.	%
I. IP at Work	6,900q	14.1	7,000q	11.7	13,600	8.3
II. Spouse at Home/Work	10,100	20.5	16,100	27.2	45,900	28.0
III. Self/Sibling	...	...	...	...	33,400	20.4
IV. Relative in/out of Child's Home	9,700q	19.5	9,300q	15.6	20,500	12.5
V. Non-Relative/Child's Home	5,300q	10.6	6,600q	11.1	9,400q	5.7
VI. Family Day Care (Licensed/Unlicensed)	12,700	25.8	10,000q	16.8	13,800	8.4
VII. Nursery/Kindergarten	...	...	...	...	—	—
VIII. Regulated Group Care	...	...	...	...	...	...
IX. No Arrangement	...	...	...	...	23,900	14.5
Total	49,400	100.0	59,300	100.0	164,000	100.0

*Legend:*

I: Care by IP at work (1)	V: Care by Non-relative in child's home (8)
II: Care by Spouse at home (2)	VI: Unlicensed family day care (9)
Care by Spouse at work (3)	Licensed family day care (10)
III: Care by Sibling (4)	VII: Nursery School (11)
Care by Self (5)	Kindergarten (12)
IV: Care by Relative in child's home (6)	VIII: Day Care Centre (13)
Care by Relative not in child's home (7)	Before/After School Care (14)

In seeking to understand the provision and use of child care in Canada, or in any of the provinces or territories, it is important to realize that there are many different ways of presenting and understanding child care data. As this chapter has noted, child care can be used for a variety of purposes. Some care is work or study related and some is not; each yields a different profile of care use. Even within a common frame of reason for using care the predominate forms of care used shift greatly depending upon factors such as: age of child; family structure (one or two-parent families for example); care forms typically used for more than or less than 20 hours a week; and numerous other factors.

The CNCCS data base is both complex and large. This chapter on CNCCS Survey data for British Columbia represents an introduction to the study. More detailed information on British Columbia and on Canada as a whole can be found in other reports from the Canadian National Child Care Study (CNCCS).



## Chapter 5

### ADDENDUM: CHILD CARE IN BRITISH COLUMBIA, 1988-1990

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There have been many changes to the child care system in B.C. since the 1988 data collection period for the Canadian National Child Care Study. In fact, after a long period of slow change and quiet activity, a number of changes have occurred in the past 2 years which have had both an immediate effect and also long-term implications.

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#### Federal Government

##### Canada Assistance Plan

In 1989, the federal government attempted to place a ceiling on Canada Assistance Plan cost-sharing payments which limited increases for the province of British Columbia to 5% for 2 years. The province challenged this move and the case is currently before the Supreme Court of Canada. Because under CAP the province recovers 50% of expenditures for subsidies to parents using non-profit care, this restriction on access to recoverable funds may result in a decrease in the dollars available for child care services in the province.

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##### Child Care Initiative Fund

Established in 1988 to "encourage and promote innovative projects in the field of child care--projects that will enhance the accessibility and quality of child care services across the country" (Jake Epp, Minister of Health and Welfare Canada, News Release, 1988, May 27), the Child Care Initiative Fund has provided support for a number of projects in B.C. In CCIF's first two years (through March 31, 1990), 43 projects were funded in B.C., 18% of a national total of 244 projects. This success is partially due to energetic support by the B.C. Child Care Community in developing CCIF projects.

B.C. Projects have included:

- 9 projects focusing on the Child Care needs of Native Children and communities
- 8 projects focusing on training
- 7 projects looking at employer-sponsored or worksite child care
- 7 projects with a special needs focus
- 5 school-age/school-based child care projects
- Applied Research (3), Resource Centres (2), Respite Care (1)

Some of the larger B.C. projects are the Westcoast Child Care Demonstration Project in Nanaimo, the Douglas College/UBC sponsored Employer Supported Child Care Research project, Corporate Share Care in Delta, and the Victoria Hub Model-Family Day Care Agency (Ashmore, 1991).

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## **British Columbia Government**

### **Ministry of Education**

The report of the Royal Commission on Education (*A Legacy for Learners*) was released in August 1988. The report brought about major changes in the school system which had a significant impact on early childhood education and care services in this province. The report contained 83 recommendations including a call for a new school act. With the introduction of a new school act in the 1989 spring session of the Legislative Assembly came not only a new ungraded primary system, but also an attendant change in policy that allowed a dual-entry system for children entering the new primary program. No longer referred to as kindergarten, P1 (Primary One) now has two entry dates: September of each year for those children whose fifth birthday falls between May 1 and October 31 of the same year and January for those children whose fifth birthday falls between November 1 and April 30. Once children are eligible to enter the program, their parents may defer their entry for two entry dates. After two deferrals, entry is mandatory. Although the full impact of this change has yet to be realized in the early childhood education and care system, many child care centres and nursery schools are struggling to find ways to accommodate a turnover in enrolment twice a year.

While not putting forth any recommendations to provide space or funding for preschool or child care services, the report of the royal commission acknowledged "the vital importance of the preschool years in creating the social capital or resources needed for school success" and went on to urge the provincial social services ministries to "initiate an examination of the issues in this area and to provide the facilities, resources, programs, and services which will recognize preschool and child care as social and economic priorities for Canadian families" (Royal Commission on Education. Summary of Findings, 1988, p. 28).

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### **Ministry of Advanced Education, Training and Technology**

Besides changing its name (originally the Ministry of Advanced Education and Job Training), this Ministry has initiated a number of other changes. One which will not have an immediate effect on the field but which may have important long-term implications was to give degree granting status to four B.C. community colleges. Through partnership with specified university programs, these four colleges can now offer students the opportunity to earn a degree while completing all the course work at the college. Three of the degrees available are professional: nursing, education and social work. Given the current interest within the B.C. early childhood education community in increasing educational standards and further professionalization for the field, increased access to university-based programs may be important in the future.

In September of 1989 the Ministry of Advanced Education, Training and Technology initiated a review of all college diploma and certificate training programs that prepare students for work in the health or social services sectors. Early Childhood Education and Care (ECEC) was included in this review. The goals of the review were:

1. to identify the concerns of employers and their needs related to paraprofessional training.
2. to assess the effectiveness of the colleges in meeting these needs.
3. to increase the consistency in program content and delivery between colleges.

The results of the review are expected to be announced in early 1991.

Another review initiated by the ministry is currently in the negotiation stage. The ministry has requested a review of the content and learning outcomes of the basic program in ECEC to determine whether program objectives are meeting the needs of prospective employers. The review is seen as a necessary preliminary to the development of program guidelines and objectives for post-basic programs that would provide some level of congruity and standardization between programs offered at the various institutions throughout the province. The results of this review are expected in late 1991 or early 1992.

At the same time, practitioners of early childhood education have initiated their own review of the current system of education and training with the objective of creating a document which will clearly articulate an education and career ladder that will both attract people to the field and, perhaps more important, keep them in the field for long enough to consider the job a career. This work was undertaken by the provincial professional association, Early Childhood Educators of B.C. (ECEBC), at the request of the ECE College Articulation Committee at its May 1990 meeting. The committee, consisting of 12 members of the Articulation Committee and the director for education for the ECEBC, is expected to complete the review and publish the document in early 1992.

One issue that all the reviews are addressing is the current articulation, or lack of it, between existing college programs and between college programs and universities in the province. Practitioners are pushing for much greater transferability between existing college ECE programs and between college ECE programs and university programs. The School of Child and Youth Care (SCYC) at the University of Victoria currently offers approximately 2/3 discretionary credit for ECE certificate graduates transferring into the Child and Youth Care degree program at the university and has actively negotiated with other colleges to increase the amount of transfer credit they are willing to extend to students who want to move on to a degree program after completing their ECE certificate or diploma.

A small number of B.C.'s ECE college programs have again started offering ECE diplomas. At present, however, the colleges are not receiving additional funds for these programs. A number of ECE college programs have gone through program reviews with advisory committees. Based on the separate reviews, each committee recommended an extension of at least two semesters to the current 1-year certificate programs (Okanagan College, 1989; Camosun College, 1987; Fraser Valley College, 1988; Cariboo College, 1988).

Another small but significant change happened at the May 1990 meeting of the ECE Articulation Committee meeting. The committee unanimously passed a resolution suggesting that all college instructors teaching in ECEC programs in the province be "strongly encouraged" to become members of the provincial professional association (ECEBC). Overall, there is a resurgence of energy in the province for pursuing increased opportunities for professionalism and for

professionalization as the means for a long-term impact on the quality of early childhood education and care services.

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### Ministry of Health

The *Provincial Child Care Facilities Regulations* (1986) were amended in 1989. The following chart highlights the differences between the 1986 regulations and the 1989 regulations. The *Community Care Facility Act* is currently under review.

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Chart 5.1

### Highlights of Change to the Child Care Regulations - 1989

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#### Provincial Child Care Facilities Regulations (1986)

- Criminal Record Checks N/A

- reference checks N/A

#### Child Care Regulation (1989) Section 4 - Employees

- Criminal Record Check Employees/volunteers (effective November 1, 1990)
- clearly states the expectation of employees to thoroughly check references and to keep adequate records

#### Section 5, 6, 7, 8, 9, 10

- nomenclature "pre-school supervisor"
- assistant needed to have "commenced training"

- nomenclature change to Early Childhood Educator
- clearly outlines educational requirements for Early Childhood Educator, Infant/toddler Educator, and Special Needs Educator requires them to be of good character
- assistant changed to
  - (a) be of good character
  - (b) be in the process of qualifying for a certificate or have completed a training program that the Provincial Child Care Facilities Licensing Board recognizes as equivalent to one course of basic early childhood education.

#### Section 12 - Expiry and Renewal of Certificates

- three year certificate
- 100 hours of work experience or 12 hours of workshop or seminar

- certificate will now expire 5 years from date of issue
- 300 hours of work experience now required and 12 hours of workshops, seminars in Early Childhood Education or a course in Early Childhood Education completed.

#### Section 13 - Posting of Documents

- licensee required to post current name of manager and current certificates and letters of permission of each educator

#### Section 14 - Health of Staff

- all employees/volunteers must provide documentation of good health by a medical practitioner prior to employment
- all health records for employees/volunteers must be kept on file

#### Section 19 - Notification of Illness or Injury

- now communicable diseases are reportable to parents/guardians

Chart 5.1

Highlights of Change to the Child Care Regulations - 1989

Provincial Child Care Facilities Regulations (1986)	Child Care Regulation (1989) Section 4 - Employees
	<b>Section 22 - First Aid</b>
	<ul style="list-style-type: none"> <li>● ensure that at least one member of staff on duty holds a valid first aid certificate</li> </ul>
	<b>Section 25 - Telephone</b>
<ul style="list-style-type: none"> <li>● telephone readily available</li> </ul>	<ul style="list-style-type: none"> <li>● operating telephone accessible to all staff</li> </ul>
	<b>Section 27 - Discipline</b>
<ul style="list-style-type: none"> <li>● discipline that of a kind, firm and judicious parent</li> </ul>	<ul style="list-style-type: none"> <li>● written statements of discipline policy</li> <li>● defined forms of discipline <u>not</u> accepted by the PCCFLB</li> </ul>
	<b>Section 28 - Abuse</b>
<ul style="list-style-type: none"> <li>● abuse and discipline policies in one Section</li> </ul>	<ul style="list-style-type: none"> <li>● abuse removed from discipline and defined in a separate section</li> </ul>
	<b>Section 29 - Program of Activities</b>
<ul style="list-style-type: none"> <li>● program requirements not articulated in regulations</li> </ul>	<ul style="list-style-type: none"> <li>● program standards now articulated in regulations</li> </ul>
	<b>Section 30 - Play Area</b>
<ul style="list-style-type: none"> <li>● no provision for overnight care</li> </ul>	<ul style="list-style-type: none"> <li>● children enrolled in a facility have regular daily play periods in an outdoor play area</li> </ul>
	<b>Section 33 - Overnight Care</b>
<ul style="list-style-type: none"> <li>● smoking only in designated staff area</li> </ul>	<ul style="list-style-type: none"> <li>● smoking area may not be one to which the children have access</li> </ul>
	<b>Group Care Less Than 36 Months</b>
<ul style="list-style-type: none"> <li>● no inclusion of infant care (under 18 mos.)</li> <li>● maximum hours of care - 10</li> </ul>	<ul style="list-style-type: none"> <li>● inclusion for infant care (under 18 mos.)</li> <li>● maximum hours of care increased to 13 hours</li> </ul>
	<b>Group Day Care 30 Months - Schoolage</b>
<ul style="list-style-type: none"> <li>● maximum hours of care - 10</li> </ul>	<ul style="list-style-type: none"> <li>● maximum hours of care increased to 13 hours</li> <li>● not more than 2 children under 36 months of age</li> </ul>
	<b>Section 52 - Special Needs Day Care</b>
<ul style="list-style-type: none"> <li>● group day care provided for more than 50% special needs children</li> </ul>	<ul style="list-style-type: none"> <li>● group day care provided for more than 25% special needs children</li> </ul>
	<b>Section 54 -</b>
<ul style="list-style-type: none"> <li>● maximum hours of care - 10</li> </ul>	<ul style="list-style-type: none"> <li>● maximum hours of care - increased to 13</li> </ul>

Chart 5.1

Highlights of Change to the Child Care Regulations - 1989

**Provincial Child Care Facilities  
Regulations (1986)**

**Child Care Regulation (1989)  
Section 4 - Employees**

**Section 59 - Family Day Care**

- maximum hours of care - 10
- maximum hours of care - increased to 13

**Section 63 - Out of School Care**

- maximum hours of care - 10
- maximum hours of care - increased to 13

**Section 73 - Emergency Care**

- for a period not exceeding a total of 72 hours in respect of each emergency
- not more than 72 hours of care per calendar month
- no provision for overnight care
- provision for overnight care

Source: *British Columbia. Ministry of Health. (1989). Provincial Child Care Facilities Regulations.*

Table 5.1 provides an overview of the reported increased number of spaces and facilities licensed by the B.C. provincial Ministry of Health between 1988 and 1990. In total, there appears to have been a 24.9% increase in the number of licensed spaces across all care types. Family day care underwent the largest expansion, with a 58% increase in the number of FDC spaces in the 2-year period followed closely by a 51% increase in school-age care and a 49% increase in infant care.

Table 5.1

Total Provincial Child Care Facilities by Type and Capacity 1988 and 1990

Type	Profit				Non-Profit				Total				Change 1988-1990	
	No.	1988	Cap.	1990	No.	1988	Cap.	1990	No.	1988	Cap.	1990	No.	Cap.
Out-of-School	180	272	1,403	2,461	139	186	3,478	4,918	319	458	4,882	7,379	139	2,497
Nursery School	228	268	4,240	5,018	330	338	6,843	7,182	558	606	11,083	12,200	48	1,117
Group Day Care														
Under 3	33	49	298	488	52	71	522	733	85	120	820	1,221	35	401
3 to 5	170	223	3,486	4,413	206	233	5,014	5,532	376	456	8,500	9,945	80	1,445
Specialized Day Care	2	6	45	99	62	66	1,101	1,194	64	72	1,146	1,293	8	147
Sub-Total	613	818	9,472	12,479	789	894	16,958	19,559	1,402	1,712	26,431	32,038	310	5,607
Other (Infant)	4	4	91	26	8	10	86	116	12	14	177	142	2	-35
Childminding	46	55	721	895	70	74	1,337	1,243	116	129	2,054	2,138	13	84
Family Day Care	712	1,069	4,511	7,129	2	4	10	26	714	1,073	4,521	7,155	359	2,634
Emergency Care	0	0	0	0	3	3	41	30	3	3	41	30	0	-11
Sub-Total	762	1,128	5,323	8,050	83	91	1,474	1,415	845	1,219	6,793	9,465	374	2,672
TOTAL	1,375	1,946	14,795	20,529	872	985	18,432	20,974	2,247	2,931	33,224	41,503	684	8,279

Key:

No. = number of facilities.

Cap. = number of spaces possible.

Source: *Based on Ministry of Health Data, 1988 and 1990.*

At present the Community Care Facilities Branch of the Ministry of Health is involved in a number of initiatives. In 1988, the Provincial Child Care Facilities Licensing Board established an advisory committee to consider the development and implementation of a new model for certification of early childhood educators and approval of early childhood training programs in the province. As a result of the rapid increase in training programs (private) applying for program approval and the number of practitioners whose certification required measures of equivalency because their training was not undertaken in B.C., the board began to question whether certification and program approval were appropriate functions for the Ministry of Health. Thus, the impetus for establishing the advisory committee and its terms of references came primarily from two sources:

1. the current dilemma faced by the Provincial Child Care Facilities Licensing Board in responding to increasing demands for certification and program approval with limited resources.
2. a growing readiness on the part of professional early childhood educators to take on functions that are traditionally areas of responsibility and authority for professional associations in other fields.

After studying a number of options, the advisory committee proposed that the licensing board and the provincial professional association share the two responsibilities jointly, with the responsibilities of the board gradually diminishing over time. The committee further recommended that the ministry should consult with the ECE community in order to give the community an opportunity to participate in the discussion of this option.

Through the Community Care Facilities Branch, the Ministry has contracted with the Early Childhood Educators of B.C. to undertake the community consultation. Upwards of 20 meetings were planned throughout the province, and a written summary of the results of the consultations will be available in March of 1991. The ministry has also contracted with the association to evaluate the job functions entailed in program approval and certification in order to get a clearer understanding of the resources needed to facilitate a possible transfer of these responsibilities. This report is also due in March 1991.

One last, but certainly not least, initiative by the Ministry of Health has been the establishment of an on-site infant care centre for Ministry employees.

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### **Ministry of Social Services and Housing**

Expenditures by the Ministry of Social Services and Housing related to child care programs increased approximately 40% in the period between 1987/88 and 1989/90. Table 5.2 provides a breakdown of these expenditures. The maximum subsidy rate was also increased during this period as shown in Table 5.3. On July 1, 1989, subsidy rates increased an average of 15% and on September 1, 1990, by an additional 4%. The ministry is currently conducting a major review of its special needs day care program.

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Table 5.2

**Day Care Program Expenditures**

Type of Care	1986-1987 \$	1987-1988 \$	1988-1989 \$	1989-1990 \$
Subsidy	20,549,150	27,095,273	31,858,972	37,926,743
Special Needs	7,086,376	9,007,594	10,133,104	12,699,240
Day Care Support	209,564	221,640	187,956	291,088
Day Care Grants	144,040	199,119	199,021	392,325
<b>TOTAL</b>	<b>28,102,690</b>	<b>36,523,426</b>	<b>40,633,909</b>	<b>51,309,399</b>

Source: *British Columbia. Ministry of Social Services and Housing. (1990). Data: Maximum Monthly Subsidy Rates.*

Table 5.3

**Maximum Monthly Subsidy Rates**

Type of Care	1988 \$	1989 \$	1990 (Sept.) \$
<b>Family Day Care</b>			
0 - 18 months	300	350	364
18 months - 3 years	244	300	312
3 - 5 years	210	250	260
<b>Group Day Care</b>			
0 - 18 months	400	460	478
18 months - 3 years	360	415	432
3 - 5 years	262	300	312

Source: *British Columbia. Ministry of Social Services and Housing, (1988, 1989, 1990). Data: Maximum Monthly Subsidy Rates.*

The average day care fee also increased during this period of time, as shown in a summary of average fees in the city of Vancouver in 1988 and 1989/90 (Table 5.4).

Table 5.4

**Average Fee Charged by Licensed Family and Group Child Care Centers in the City of Vancouver**

Type of Care	Average Fee 1988 \$	Average Fee 1989-1990 \$
<b>Family Day Care</b>		
0 - 18 months	N/A	446
19 - 36 months	N/A	422
3 - 5 years	N/A	401
<b>Group Day Care</b>		
0 - 18 months	625	653
19 - 36 months	476	533
3 - 5 years	335	372

Sources: *Information Day Care. ( 1990, January). Fees in Group Day Care Centers in the City of Vancouver.*  
*Information Day Care. ( 1990, January). Fees in Licensed Family Day Care in the City of Vancouver.*

On July 1, 1989 exemption levels on the income test for working and student parents were increased from \$100 to \$300.

The net income levels used to determine eligibility for subsidies increased 27% between 1988 and 1990. The current income levels are shown in Table 5.5.

**Table 5.5**

**Net Income Exemption Levels**

Family Size	Exemption Levels <sup>1</sup>				Total net income for full subsidy
	Net monthly income		Maximum turning point addition		
2 persons	987	+	300	=	1,287
3 persons	1,133	+	300	=	1,433
4 persons	1,244	+	300	=	1,544

<sup>1</sup> Exemption formula is as follows: net monthly income plus turning point additions to a maximum of \$300 (\$125 if a family member is disabled or over 65 years of age; \$300 if an adult family member is either employed or a student). The sum of these two figures determines the turning point for subsidization. Families below the total net income for subsidization are eligible for full subsidy. Maximum subsidies are reduced by \$0.50 for every dollar that eligible families' incomes exceed the total net monthly income level.

Source: British Columbia. Task Force on Child Care. (1991, January). Showing We Care: A Child Care Strategy for the 90's.

Grant programs expanded to include a \$10,000 matching start-up grant. This is in addition to the pre-existing \$5,000 relocation grant and the \$5,000 emergency repair grant. Matching grant monies also became available through the B.C. Lotteries Corporation in June 1989. Administered by the Ministry of Tourism and Provincial Secretary, these grants could provide up to one-third of the capital costs of building, renovating, and expanding day care centres. All grant money was limited to non-profit societies.

In 1989, the Ministry of Social Services and Housing allocated \$1.7 million to expand family day care support programs throughout the province. At present there are approximately 27 communities with family day care support programs.

The Deputy Ministers Committee on Social Policy established an Advisory Committee on Day Care for Public Services Employees in September, 1989. The committee was established as part of a government initiative to actively promote and encourage employer supported child care. Committee membership includes representatives from the B.C. Buildings Corporation, Ministry of Government Management Services and Minister responsible for Women's Programs, Ministry of Social Services and Housing, Ministry of Health, Ministry of the Solicitor General, and Government Personnel Services Division. The committee surveyed employees in four locations in the province and is currently working on a project to establish an on-site centre for government employees in the Victoria area. In addition the crown corporations: British Columbia Ferries Corporation, British Columbia Building Corporation and British Columbia Systems Corporation all undertook assessments of their employees' child care needs.

### The Ministry of Government Management Services and Minister Responsible for Women's Programs

This Ministry is mandated to help the provincial government address issues related to women's opportunities for achieving economic, social, and political equality. Newly created within the past 2 years, this ministry has taken on the issue of child care as an important policy area and has undertaken a number of initiatives in this regard. After an extensive tour of the province attending open forums to discuss issues for women in the province, the Minister for Women's Programs, the Honourable Carol Gran, declared child care as one of the major concerns for women and families at present. She appointed a provincial task force on child care in July 1990 with a mandate to "expand child care spaces in the province." The task force is expected to submit its report and recommendations in February 1991.

The Ministry has also provided funds through its grants program to a number of programs, including the new day care centre which was opened in October 1990 as a joint project of the B.C. Institute of Technology and Douglas College.

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### Municipal Government

Several municipalities have organized either task forces or special advisory committees to explore child care issues in their local areas. These include Burnaby, Prince George, the District of North Vancouver, Richmond, Surrey, Victoria, and Vancouver. Of particular interest has been the recently announced Civic Child Care Strategy passed by Vancouver City Council on October 23, 1990. Based on the work of the Vancouver's Children's Advocate, a staff position recommended by the Mayor's Task Force on Children in 1988, the strategy is considered to be the most progressive in any municipality in the province. The report made the following recommendations:

- A. THAT Council adopt the following Childcare Policy, including the definitions of quality, accessibility and of affordability in the report of the Director of Social Planning dated August 31, 1990:

WHEREAS, the City of Vancouver recognizes that:

- The majority of Canadian women with children from birth to twelve years of age are employed outside of the home. The participation of women in the paid labour force primarily reflects economic necessity and women's increasing representation in all facets of social, cultural and political life. This reality is a permanent fixture of Canadian society.
- There is a critical shortage of affordable, licensed quality childcare for children of working parents and insufficient access to quality early childhood programs for all children in the city.
- Investment in high quality early childhood programs will have positive social and economic returns. Such programs can be beneficial for all children and provide a positive form of contemporary family support. Participation in quality childcare programs has proven to have a significant, positive influence on children facing social, economic, physical or intellectual disadvantages.
- The need for childcare is a core community need and is related to the City's role in overseeing developments which provide housing for families and employment for parents.

- The City's commitment in its Purpose Statement to provide high quality services and facilities that ensure a safe, healthful and attractive environment; sustain social and economic well-being and; enhance cultural and recreational opportunities for all people in the city, applies also to children.

THEREFORE, the City of Vancouver is committed to being an active partner, with senior levels of government, parents, the private sector and the community in the development and maintenance of a comprehensive childcare system in Vancouver.

- B. THAT Council approve the following five areas in which the City has a mandate and will take actions: Capital Programs, Planning for Childcare, Operating Assistance and Program Support, Development and Administrative Support, and, Advocacy.
- C. THAT Council approve the establishment of a City Childcare Coordinator (Social Planner 1) to assume responsibility for the City's activities with regard to childcare as detailed in the report of the Director of Social Planning dated August 31, 1990. The estimated 1990 cost is \$15,322 (salary and equipment) and the estimated annual cost is \$51,690. This position may be CAP shareable. The source of the funds for the 1990 costs would be Contingency Reserve.
- D. THAT Council approve the Action Plans detailed in the accompanying report as constituting the workplan for the Childcare Coordinator.
- E. THAT Council support and lobby for a change in the Provincial GAIN regulations affecting the employability status of single parents with dependent children, so that single parents on welfare have a choice regarding employment outside of the home.
- F. THAT Council recommend to the 1991 Council that \$75,000.00 be allocated for a Childcare Program Budget in the 1991 City Operating budget for the following purposes. These funds may be CAP shareable.

Grant for administration of City-owned childcare facilities	\$25,000
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Program Development	\$50,000
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- G. THAT Council recommend to the 1991 Council to allocate \$300,000 for Program Stabilization and Enhancement in the 1991 City Operating budget. These funds may be CAP shareable. The funds would be disbursed as grants.
- H. THAT Council approve, in principle, the development of a Direct Operating Assistance Program, it being understood that assistance funds would be disbursed as grants.
- I. If Recommendation H is approved, the Director of Social Planning offers the following three approaches for a Direct Operating Assistance Program for Council's CONSIDERATION
  - i. High-need, High-cost service subsidy
  - ii. Salary Enhancement Grants
  - iii. Inner-City Pre-School Programs.

The city manager recommended approval of items A-F and suggested that items G-I be deferred for consideration during the 1991 budget discussions (Managers Report: Civic Childcare Strategy, September 12, 1989). Many municipalities will watch the progress of these initiatives with interest. The child care community was encouraged by the Vancouver City Council's adoption of the full slate of recommendations.

In summary, 1988-1990 have been busy and hopeful years for the child care community - hopeful that progressive and positive change is finally upon them.

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## Chapter 6

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# **CANADIAN NATIONAL CHILD CARE STUDY**

## **CANADIAN CHILD CARE IN CONTEXT: PERSPECTIVES FROM THE PROVINCES AND TERRITORIES**

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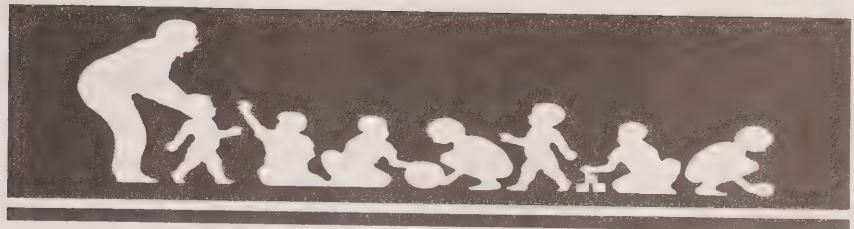
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q	Estimate is subject to high sampling variability and should be used with caution
N/A	Information not available or not applicable

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## Chapter 1

### A SOCIO-GEOGRAPHIC OVERVIEW OF ALBERTA

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Alberta is the westernmost of Canada's three prairie provinces and shares many physical features with its eastern neighbours, Saskatchewan and Manitoba. The landscape is characterized by seeming endless prairies, parklands, and boreal forests. To the west, the terrain rises into the Rocky Mountains, whose southern region forms part of the boundary with British Columbia.

Until 1905, Alberta was one of four provisional districts of the Northwest Territories. At that time, the district included only that part of the present province South of 55 N latitude and West of 111 longitude. The expansion of the new province's boundaries made Alberta the fourth largest of the 10 Canadian provinces with an area of 251,870 square miles, including 6,490 square miles of inland water.

Alberta is made up of two distinct sociocultural regions: southern Alberta, with its focal point in Calgary, and central and northern Alberta, which claims Edmonton as its major centre. This regional division has historic roots. The southern part of the province was once the domain of the Blackfoot Nation, while the northern part was home to Cree and Woodland tribes. Later, in the early days of white settlement, the division continued as the south welcomed the ranchers and the central region promised rich harvests to grain farmers. Calgary and southern Alberta were first linked to the east by the Canadian Pacific Railway. Edmonton and the north were opened by the Grand Trunk Railway and the Canadian Northern Railway. During the oil boom, Calgary became the administrative and financial headquarters while Edmonton became an exploration and production centre.

Alberta has 16 cities and towns with populations over 10,000. Lethbridge is third in size after Edmonton and Calgary, with a population of 59,000. All other cities except Fort McMurray and Grande Prairie are in the southern half of the province. They include, among others: Red Deer, Camrose, St. Albert, Fort Saskatchewan, Medicine Hat, and Sherwood Park.

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#### Early Albertans

Prior to the arrival of white traders and settlers, Alberta was home to numerous aboriginal tribes: the Blackfoot, Blood, Peigan, and Gros Ventre in the south; the Sarcee, the Beaver, and the Slavey in the north. Traditional native land use involved seasonal movements between habitats rather than permanent settlement. As Friesen points out in his text *The Canadian Prairies* (1987), at different times of the year separate tribes inhabited a single geographic region while harvesting various seasonal resources. This was typified in parkland areas, which offered traditional sources of wildfowl and tender reeds in spring, berry-picking grounds in summer, fish and wildfowl in autumn, and winter bison

hunting. In turn, the native societies reflected their seasonal environments: their technologies and cultures were impressive adaptations to nature's demands. Items not available within the scope of traditional tribal migratory patterns were obtained through trade with other groups whose annual migrations provided them with different resources. Out of these trade ties grew political alliances binding disparate groups in agreements of mutual assistance, a form of diplomacy common in precontact native culture. Consequently the natives were simultaneously "travellers, traders, soldiers, and family members" in gradually evolving societies that were responsive to changes in "local ecology, regional diplomacy, and continental technology" (Friesen, 1987, p. 21).

European technologies influenced native culture in the Alberta region prior to actual contact. Items such as metal tools and weapons were introduced via the elaborate native trading links with the east and the south.

The most significant event shaping the course of European development in the central west was the granting of the Hudson Bay Company (HBC) Charter in the 17th century. The HBC's interests were best served by a native population that trapped furs unimpeded by European enclosed settlement patterns; consequently the HBC actively discouraged early white colonization. Traditional native migratory patterns were disrupted, however, as eastern tribes moved further west in search of furs for barter with HBC traders. In the 18th century the resulting territorial clashes between native groups resulted in the Cree, Assiniboine, and Stoney moving into the North Saskatchewan River areas, driving the Blackfoot and Sarcee further south and pushing the Beaver north. The arrival of the Chipewyan (or Dene) in northeastern Alberta forced the Beaver into the Rocky Mountain foothills. Later, in the early 19th century, the Gros Ventre migrated into the United States where they remained.

In 1754-55 Anthony Henday, a HBC employee, became the first known European to arrive in the Alberta region. Escorted by a group of Cree, he probably wintered near the site of present-day Edmonton. Other traders from both the HBC and the rival North West Company continued to explore and map the Alberta area for their respective companies. The competition between the companies continued until 1821 when the two merged (Friesen, 1987).

In the late 1840s and 1850s white perceptions of the western interior underwent a significant transformation. Lack of available agricultural land and the economic pressures exerted by a rising population in Upper Canada made westward expansion crucial. In early 1870, the HBC charter was formally extinguished, and on June 23, 1870 the Alberta region, along with the other central western territories, was annexed by the Dominion of Canada. The new region was called the Northwest Territories of Canada.

When the Dominion Lands Act of 1872 introduced the principle of the free homestead to Canada, the Northwest Territories were surveyed into quarter-section lots, an action which denied the native peoples access to traditional seasonal campgrounds. Dispossessed and disillusioned by events in the Red River area, many Métis (representing a growing population of mixed white and native blood) migrated westward and joined their kinsfolk in Alberta, where they created new settlements. A series of treaties were signed with the native peoples in Alberta: the 1876 Treaty Number 6 placed the Cree of central Alberta onto reservations; Treaty Number 7 of 1877 did the same to the Blackfoot, Sarcee, and Stoney in southern Alberta; and the 1899 Treaty Number 8 served a similar purpose in northern Alberta.

The transcontinental railway reached Calgary in 1883, but white settlement remained scarce during the 1880s. Under the direction of Clifford Sifton, the federal government actively pursued a dynamic immigration policy that resulted in dramatic population increases. Although many came from within the Dominion and the United States, a large percentage came from continental Europe, particularly from Britain and the Austro-Hungarian Empire. Clifford Sifton's message of free homesteads attracted diverse cultural groups such as Croats, Slovaks, Ukrainians, Germans, and Jews. Repressed religious groups such as Mennonites, Doukhobors, German Lutherans, and other German groups joined the ethnic exodus. The multiplicity of cultures, languages, and religious practices amongst these various peoples resulted in the multicultural mosaic which is a continuing part of the modern Albertan tradition. Census figures for the first two decades of the 20th century illustrate the massive nature of this migratory settlement. Alberta's population rose from 73,022 in 1901 to 588,454 in 1921 (*World Book Encyclopedia*, 1989).

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## The Economic Base--Past and Present

Fortune smiled on the new province of Alberta during its first decade: immigration accelerated, grain harvests were bountiful, new communities sprang up, and a network of railway lines rapidly expanded. However, the years following this pre-1914 boom were not so prosperous. Grain prices fluctuated and the once-important coal-mining industry declined. The worldwide depression of the 1930s was accompanied by prairie drought, soil drifting, and grasshopper plagues, all of which accelerated the economic decline.

The February 1947 discovery of oil in Leduc rejuvenated the economy and began the transformation of Alberta's economic base from agriculture to petroleum. By 1964, the income from Alberta mining, which included the petroleum industry, had surpassed the income from agricultural production (Alberta Treasury Bureau, 1989). Continuing exploitation of oil and natural-gas resources produced an ever-accelerating flow of royalties to augment government revenues. Exploitation of petroleum resources brought prosperity to most segments of the population and transformed the cities of Edmonton and Calgary into prosperous metropolitan centres.

The 1973 worldwide oil-pricing crisis brought even greater prosperity to Alberta, driving the economy into unprecedented and frantic growth. The mining and petroleum industry's share of the Gross Domestic Product (GDP) rose to 19.6% in 1975 and reached a high in 1984 of 24.6%. After a decade of financial boom, generated almost entirely by profits from the petroleum industry, the nation-wide economic recession of the eighties was particularly severe in Alberta. Prior to 1981, the mining industry was the largest single contributor to the GDP. However, during 1981, output from this industry declined by 6.2% and an additional 6.1% in 1982. Construction slowed to 6.1% of the GDP in 1983 from 9.0% in 1981, trade dropped to a low of 7.5% of the GDP in 1983, and unemployment rose from 4% to over 10%. Conversely, contributions to the GDP from the finance industry, which includes insurance, real estate, and natural resource royalties, increased to 22.4% in 1983. Although this figure has since decreased to 19.1% in 1988, the finance sector still surpasses mining and agriculture in its proportion of contributions to the GDP.

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Table 1.1

Percentage Distribution of Gross Domestic Product (GDP) at Factor Cost<sup>1</sup>  
By Industry

	1961 %	1966 %	1971 %	1975 %	1981 %	1982 %	1983 %	1984 %	1988 %
Agriculture <sup>2</sup>	10.9	11.9	5.7	6.8	3.9	3.4	2.7	2.3	4.6
Forestry <sup>3</sup>	0.3	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.3
Mining	10.4	13.2	14.9	19.6	20.1	20.7	23.4	24.6	16.0
Manufacturing	10.3	9.6	9.1	8.1	8.1	6.9	6.8	7.3	8.9
Construction	7.7	7.1	7.8	8.0	9.0	8.2	6.1	4.8	5.6
Transportation <sup>4</sup>	9.7	8.8	9.1	7.1	6.4	6.6	6.4	6.0	7.0
Utilities	2.8	2.3	2.1	2.0	2.2	2.7	2.9	3.0	3.5
Trade <sup>5</sup>	12.7	11.7	10.8	9.3	8.2	7.9	7.5	8.1	10.0
Finance <sup>6</sup>	13.6	13.2	14.4	17.4	21.7	21.8	22.4	22.6	19.1
Services <sup>7</sup>	14.9	16.0	19.5	16.0	15.6	16.5	16.2	16.1	19.1
Public <sup>8</sup> Administration	6.7	5.9	6.4	5.5	4.7	5.1	5.5	5.0	5.4
Gross Domestic at Factor Cost	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

<sup>1</sup> GDP at market price is obtained by adding indirect taxes less subsidies, plus residual.

<sup>2</sup> Includes fishing and trapping.

<sup>3</sup> Includes only logging and services incidental to forestry; excludes sawmills, pulp and paper mills, etc. which are included in manufacturing.

<sup>4</sup> Includes storage and communications.

<sup>5</sup> Includes retail and wholesale trade.

<sup>6</sup> Includes insurance and real estate; also includes natural resource royalties.

<sup>7</sup> Includes community, business and personal services.

<sup>8</sup> Includes federal, provincial and local government administration; does not include public schools and public hospitals which are included in services.

Source: Alberta Treasury Bureau. (1989). *Alberta Economic Review*.

After several years of little or no economic growth, 1986 brought further declines in world oil and grain prices. Alberta's economy, built largely upon primary resource exploitation and dependence on external markets, once again experienced recession. As long as Alberta continues to be dependent upon fossil-fuel extraction and the export of its grain harvests, it will continue to be susceptible to external world markets.

## The Socio-Demographic Structure of Alberta--Past and Present

### Demographic trends

Between 1921 and 1986 the population of Alberta increased from 588,454 to 2,365,825. Alberta's current population is classified as 77.3% urban, 14% rural non-farm, and 8.7% farm. Rural population reached its peak in Alberta in the 1930s with 530,000 people, which amounted then to two-thirds of the provincial total. The trend towards urbanization quickened during World War II and accelerated sharply in the post-war boom years. By 1951 the proportion of rural population to total population had fallen to 54.2% (590,000 out of a total population of just under 940,000); by 1986 only 20.6% of the population lived in rural areas.

Table 1.2

## Total Population of Alberta, Showing Annual Percent Change

Year	Total Population	Percent Average Annual Change %	Percent Rural Population %
1921	588,454	4.4	69.9
1931	731,605	2.0	68.9
1941	796,169	0.8	68.5
1951	939,501	1.5	54.2
1961	1,331,944	3.0	36.1
1971	1,627,874	1.8	26.4
1981	2,237,725	2.7	22.8
1986	2,365,825	1.1	20.6

Sources: Leacy, F.H. (Ed.). (1983). Historical Statistics of Canada (2nd Ed.).  
 Statistics Canada. (1986). Census of Canada. (Cat. No. 94-129).

The most notable feature of urban growth in the province is the concentration of over half of the population in two metropolitan centres. In 1946, 27% of Alberta's population lived in Edmonton and Calgary; by 1986 this figure had increased to 56.5%. Census data for 1986 lists Edmonton with a metropolitan population of 785,465 and Calgary with a population of 671,326.

The rate of growth for the province was slowest during the 1930s depression years with an average annual increase of 0.8%. Following World War II the rate of growth increased significantly. In 1951 the average annual growth in the population was 1.5%; by 1961 the growth rate had reached a post-war peak of 3.0%. In the subsequent years to 1986, population figures have fluctuated but without reaching either the lows of the depression years or the highs of the 1960s (see Table 1.2).

Fluctuation and rapid growth rates in Alberta during the post-war period can be partially attributed to variations in the province's economic structure. The discovery of oil in 1947 and the subsequent boom in the 1960s and 1970s attracted both national and international immigrants to Alberta. In the years 1966-71 the province experienced a total net migration increase of 24,646; a high of 246,500 was reached in the years 1976-1981. The early 1980s in Alberta were characterized by a net out-migration of people, but this trend was offset by natural increases in population.

Table 1.3

## Population Growth By Component For Alberta, 1961-1988

	Births	Deaths	Net	International			Interprovincial			Total Net Migration
				Immig.	Emig.	Net	In	Out	Net	
1961-66	185,018	46,587	138,431	29,394	27,900	1,494	32,759	47,972	-15,213	-13,719
1966-71	154,254	49,196	105,058	59,890	15,900	43,990	43,582	62,926	-19,344	+24,646
1971-76	150,552	54,636	95,916	61,671	7,600	54,071	61,375	63,232	-1,857	+52,214
1976-81	179,617	59,956	119,661	70,447	17,790	52,657	N/A	N/A	+193,843	+246,500
1981-86	222,231	64,904	157,327	64,717	33,175	31,542	297,492	329,168	-31,676	-134
1986-88	85,854	26,876	58,978	12,372	5,112	7,260	65,311	38,750	+26,561	+33,821

Sources: Statistics Canada. (1986). International and Interprovincial Migration in Canada. (Cat. No. 91-208).

Statistics Canada. (1983). Vital Statistics, Volume 1, Births and Deaths, Annual. (Cat. No. 84-204).

Statistics Canada. (1986). Vital Statistics, Volume 1, Births and Deaths, Annual. (Cat. No. 84-001).

Examination of the overall trend in birth rates (births per 1,000 women aged 15-49) reveals a long-term decline. Between 1946 and 1956, the birth rate increased from 110.9 live births per 1,000 women aged 15-49 to 132.1. Since then, birth rates have decreased to 77.4 in 1971 and 66.7 in 1986. All age specific population cohorts, with the exception of women 15 to 19 years, indicate a significant decline in birth rates since 1945. The most notable decline has occurred among women aged 30 to 34 years. In 1946 this group had a birth rate of 146.2, but by 1986 this figure had dropped to 86.0.

Table 1.4 Fertility Rate Per 1000 Women By Age-Specific Groups for Alberta 1946-1986

Year	15-19	20-24	25-29	30-34	35-39	40-44	45-49	All Ages 15-49
1946	38.7	192.0	204.5	146.2	83.7	33.1	3.8	110.9
1951	55.9	220.5	207.8	143.7	84.6	28.9	2.9	117.8
1956	73.7	264.0	243.3	155.0	87.1	30.3	2.9	132.1
1961	84.5	278.4	231.6	148.3	81.2	27.4	1.9	127.8
1966	65.0	196.7	168.6	103.9	58.4	19.0	1.7	90.7
1971	54.0	159.7	154.3	78.0	31.5	8.7	0.5	77.4
1976	44.5	130.7	140.8	66.5	21.0	4.2	0.4	69.5
1981	43.6	112.0	134.6	72.0	20.8	3.8	0.3	69.2
1986	55.6	102.4	134.6	86.0	24.6	3.0	0.2	66.7

Sources: Statistics Canada. (1983). *Vital Statistics. Volume 1, Births, Annual.* (Cat. No. 84-204).  
Statistics Canada. (1986). *Vital Statistics. Volume 1, Births and Deaths, Annual.* (Cat. No. 84-001).

In addition to a declining birth rate, Alberta has an ageing population. Between 1951 and 1971 the population under 14 years increased by 1.6%; however, this sector has since decreased from 31.6% of the total population in 1971 to 23.8% in 1986. This trend has been accompanied by a growth in the population 65 years and over. In 1951, 7.1% of the population was over 65 years; by 1986 this figure had increased to 8.1%. However, the age group which has shown the most notable increase in numbers, despite some fluctuation, is the population aged 25 to 44 years. Between 1951 and 1971 this group decreased from 28.9% to 25.3%; but by 1986 this age group had risen to 34.4% of the population.

Table 1.5 Age Structure of Alberta Population, 1951-1986

Age Group	1951	1961	1971	1981	1986
	Total Population	939,501	1,331,944	1,627,875	2,237,725
0-4	12.4	13.5	9.3	8.4	8.7
5-9	9.9	11.9	11.1	7.8	7.8
10-14	8.2	9.8	11.2	8.1	7.3
15-24	15.9	14.1	18.6	21.4	17.2
25-34	15.8	14.5	13.4	19.5	20.5
35-44	13.1	12.9	11.9	11.6	13.9
45-54	9.8	9.6	9.9	9.1	9.1
55-64	7.6	6.6	7.2	6.9	7.4
65-74	5.2	4.5	4.4	4.5	4.9
75-84	1.6	2.2	2.2	2.2	2.5
85+	0.3	0.4	0.6	0.6	0.7

Source: Statistics Canada. (1987). *The Nation: Age, Sex and Marital Status.* (Cat. No. 93-101).

Both international and interprovincial migration have played key roles in the growth of Alberta's population. The diversity of ethnic groups dates back to the 1896-1914 wave of international migrants from northern, central, and eastern Europe. Statistics Canada (The Daily, 1987) states that the major ethnic groups represented in 1981 were:

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- 43.5% British.
- 10.5% German.
- 6.2% Ukrainian.
- 5.0% French.
- 3.5% Scandinavian.
- 2.9% Dutch.
- 2.7% Native peoples.
- 1.7% Polish.

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Other groups include Austrian, Chinese, Czechoslovakian, Finnish, Hungarian, Italian, Japanese, Jewish, Russian, Slovak, and West Indian.

In the 1986 census, categorizations were changed so that direct comparisons across years becomes difficult; however, figures for British, French, other ethnicities, combinations of British and/or French, and British and/or French plus other ethnic type are available. According to the 1986 census, the ethnic groups within Alberta's population were:

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- 35% British.
- 4% French.
- 5% British and French.
- 23% mixed British and/or French and/or other (British and other; French and other; and British, French and other).
- 33% other (includes single origins other than British and French, and multiple origins that exclude British and French)

(Statistics Canada, The Daily, 1987).

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## Labour Force Trends

As the population of Alberta increased from 939,501 in 1951 to 2,365,825 in 1986 and the median age increased from 27.2 to 29, the labour force also grew in size. Between 1951 and 1986 the labour force increased by 57%; at the same time, participation rates rose from 53.4% in 1951 to 72.2% in 1986.

One reason for the significant increase in participation rates has been the influx of women into the labour force. In 1951, the female labour force participation rate was 20%; in 1986 this rate had climbed to 62.5%. Male labour force participation rates, on the other hand, declined from 84.1% in 1951 to 81.1% in 1986.

Increased labour force participation rates for women occurred in all age groups. Between 1976 and 1986, labour force participation rates increased by 6.7% for women 15 to 24 years, 22.7% for women 25 to 44 years and 11% for women 44 to 64 years of age. This pattern of increase in female labour force participation also reflects a growth in the number of mothers employed outside the home.

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Table 1.6

Labour Force Participation Rates By Age and Sex for Alberta

Year	Males by Age				Females by Age			
	15-24 %	25-44 %	45-64 %	65 + %	15-24 %	25-44 %	45-64 %	65 + %
1976	78.9	96.8	89.5	21.4	62.4	55.5	47.7	5.9
1978	78.2	97.2	90.2	19.5	63.8	60.4	48.7	N/A
1980	80.7	97.2	89.3	19.7	68.1	65.4	51.0	N/A
1982	78.6	96.6	88.8	16.4	68.2	68.9	51.1	4.5
1984	76.3	95.5	87.9	18.0	67.1	73.0	56.7	4.3
1986	75.3	95.7	85.4	17.1	69.1	76.4	55.7	4.9
1988	74.8	95.5	83.3	17.4	70.0	78.1	59.0	5.8

Sources: Statistics Canada. (1984). *Labour Force Annual Averages, 1975-1983*. (Cat. No. 71-529).  
Statistics Canada. (1989). *Labour Force Annual Averages, 1981-1988*. (Cat. No. 71-529).

The most significant increase in working mothers has occurred among women with children birth through five years of age. In 1976, the labour force participation rate for mothers with children under the age of 3 was 31.3%; by 1985 this figure had almost doubled to 54.6%. Mothers with children 3 through 5 years of age increased their participation in the labour force by about 17.9% (from 46.1% in 1976 to 64.0% in 1985).

Table 1.7

Women 15 Years + with Children By Age Groups Showing Labour Force Participation Rate For Alberta

Year	Youngest Child Aged		
	Under 3 years %	3-5 years %	6-15 years %
1976	31.3	46.1	56.0
1981	40.7	55.4	68.1
1985	54.6	64.0	75.0

Source: Statistics Canada. (1987). *Women in the Workplace: Selected Data*. (Cat. No. 71-534).

One of the results of increased participation by women in the labour force was increased interest in maternity leave legislation by both employees and employers.

The *Amendments to the Labour Code* (1989) of Alberta includes the following terms and conditions governing maternity leave.

To qualify for maternity benefits an employee must have been employed continuously for 12 months with the same employer prior to applying for leave.

A medical certificate certifying pregnancy and expected date of birth, along with 2 weeks notice, must accompany the application.

The length of leave is 18 weeks: up to 12 weeks before and 6 weeks following the actual date of delivery, including the time between the estimated and actual date of birth. An extension of 3 weeks may also be granted for medical reasons.

Mothers have the option to return to employment before the end of the 6 weeks post-natal time period if they obtain a doctor's certificate and the agreement of their employer.

Mothers returning to work must be reinstated in the same or a comparable position with no less than the same wages and benefits.

Employees cannot be terminated because of pregnancy but may be required by the employer to commence leave 12 weeks prior to the expected birth date if pregnancy interferes with performance of duties.

The influx of women into the labour force was accompanied by significant changes in the distribution of labour. In 1951, primary industry and manufacturing were the chief sources of employment in Alberta for men. The agricultural sector employed 32.5% of the total labour force, but by 1986 only 6.9% were employed in this sector. Of the 32.5% who were agricultural employees, 97% were male and only 3% female. In 1986 the male percentage had dropped to 74% while female participation had increased to 26%.

Unlike agriculture, the service industries experienced an overall gain of about 20% in labour force participation, from 41.9% in 1951 to 61.6% in 1986. The most dramatic increases in female labour force participation occurred in this sector.

In 1951, 66.5% of labour force participants in this sector were male; by 1986 this figure had decreased by 15% to 51.5%. Conversely, female participation in this sector increased from 33.5% in 1951 to 48.5% in 1986.

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Table 1.8

Percentage of Experienced Labour Force By Selected Industry Divisions  
and Sex for Alberta, 1951-1986

Selected Industry	1951 Total	1951 %	1961 Total	1961 %	1971 Total	1971 %	1981 Total	1981 %	1986 Total	1986 %
Total, Labour Force	353,497		489,511		688,285		1,205,645		1,280,020	
Male	82.3		73.9		65.4		60.3		57.3	
Female	17.7		26.1		34.6		39.7		42.7	
	%	%	%	%	%	%	%	%	%	%
<b>Goods Producing Industries Total</b>	<b>51.7</b>		<b>40.8</b>		<b>33.5</b>		<b>32.5</b>		<b>28.2</b>	
Agriculture	32.5		21.0		12.6		6.7		6.9	
Male	97.0		87.0		76.0		78.0		74.0	
Female	3.0		13.0		24.0		22.0		26.0	
Forestry	0.5		0.6		0.3		0.3		0.3	
Male	97.0		97.0		94.0		84.0		80.0	
Female	3.0		3.0		6.0		16.0		20.0	
Fishing and Trapping	0.3		0.2		0.0		0.0		0.0	
Male	99.5		98.0		98.0		82.0		84.0	
Female	0.5		2		2.0		18.0		16.0	
Mines (Including milling) Quarries and Oil Wells	3.6		2.7		3.8		6.2		6.2	
Male	97.0		89.0		85.0		78.0		77.0	
Female	3.0		11.0		15.0		22.0		23.0	
Construction	6.7		7.7		7.6		10.5		6.9	
Male	98.0		98.0		95.0		89.0		89.0	
Female	2.0		2.0		5.0		11.0		11.0	
Manufacturing	8.1		8.6		9.0		8.7		7.8	
Male	85.0		83.0		80.0		76.0		75.0	
Female	15.0		17.0		20.0		24.0		25.0	
<b>Service Industries</b>	<b>41.9</b>		<b>49.0</b>		<b>51.2</b>		<b>57.3</b>		<b>61.6</b>	
Transportation and Communication and other Utilities	9.7		9.7		7.9		8.1		8.1	
Male	91.0		86.0		82.0		75.0		74.0	
Female	9.0		14.0		18.0		25.0		26.0	
Trade	14.7		16.4		15.1		16.4		16.2	
Male	74.0		62.0		63.0		56.0		56.0	
Female	26.0		38.0		37.0		44.0		44.0	
Finance, Insurance and Real Estate	2.2		3.0		3.7		5.3		4.9	
Male	56.0		54.0		46.0		38.0		38.0	
Female	44.0		46.0		54.0		62.0		62.0	
Community, Business and Personal Services	15.2		19.9		24.5		27.4		32.4	
Male	45.0		41.0		41.0		39.0		38.0	
Female	55.0		59.0		59.0		61.0		62.0	
Public Admin and Defence	5.7		7.8		7.8		7.1		7.6	
Male	85.0		83.0		74.0		60.0		56.0	
Female	15.0		17.0		26.0		40.0		44.0	
Industry unspecified or undefined	0.6		2.2		7.4		3.0		2.7	
Male	78.0		72.0		56.0		58.0		56.0	
Female	22.0		28.0		44.0		42.0		44.0	

Source: Statistics Canada. (1988). *Dimensions: Industry Trends, 1951-1986*. (Cat. No. 93-152).

Females entering the labour force are more likely than males to work part-time. In 1988, 11% of women were employed as part-time workers compared to 4% of males. Between 1975 and 1988 both men and women experienced increases in part-time employment. Men's part-time employment rates, however, increased much more slowly than women's: the rate for men increased by 0.6% between 1975 and 1988 while the rate for women increased 2.7% in the same time period.

**Table 1.9** Full-Time and Part-Time Employment By Sex for Alberta, 1975-1988

	1975	1976	1977	1978	1979	1980	1981 000's	1982	1983	1984	1985	1986	1987	1988
<b>Total</b>	788	838	880	937	1,007	1,078	1,152	1,132	1,115	1,104	1,124	1,142	1,147	1,187
Full-Time	692	729	766	812	882	942	1,007	984	950	936	950	969	969	1,003
Part-Time	97	110	114	126	125	136	144	148	165	167	174	173	177	184
<b>Male</b>														
Full-Time	470	495	517	549	588	620	657	635	607	589	598	595	596	614
Part-Time	28	31	32	32	33	33	36	38	46	46	47	48	48	49
<b>Female</b>														
Full-Time	222	233	249	262	294	322	351	349	344	347	352	373	373	389
Part-Time	68	79	82	94	92	102	108	110	119	121	126	126	130	135

Sources: *Statistics Canada. (1984). Labour Force Annual Averages, 1975-1983. (Cat. No. 71-529).*  
*Statistics Canada. (1989). Labour Force Annual Averages, 1981-1988. (Cat. No. 71-529).*

Unemployment rates for males and females also vary. Both sexes were more likely to be unemployed in the 1980s than in the 1970s. In 1975 only 2.2% of men and 3.9% of women over the age of 25 were unemployed. By 1984 these figures had jumped to 9.4% and 9.0% respectively. Although these rates then declined, they did not drop to the earlier 1970s levels. As of 1988, 6.3% of men and 7.4% of women were unemployed. The gap between male and female unemployment rates has decreased, however. In 1975 there was a 1.7% gap between male and female unemployment rates; by 1988 this gap was reduced to 1% (Statistics Canada, 1988, Cat. No. 93-152).

Despite increased participation by women in the labour force and an equalization of unemployment rates, a vast disparity exists between male and female employment income. In 1980 women who worked full-time for the full-year earned an average of \$20,368, compared to mens' full-time, full-year average income of \$33,646. This difference of \$13,278 narrowed by only \$1,953 in 1985; in that year, the average full-time earnings for women equalled about 65% of men's average earnings.

Average real incomes for men working full-time for the full year decreased by \$1,345 in 1985 while women's average real incomes increased by \$608. However, this is not the case for all occupations. Widening gaps in real income between men and women are apparent in medicine, health, social sciences, and related occupations. A decrease in the difference in income occurred in the managerial, natural sciences, engineering, mathematics, religion, teaching, clerical, sales, service, farming, horticulture, forestry, logging, mining, construction, and material-handling occupations.

Table 1.10

**Population 15+ With Employment Income By Sex and Occupations  
Showing Average 1980 and 1985 Employment Income in Constant (1985)  
Dollars for Alberta**

Occupation	Total Population with Employment Income				Worked Full-Time, Worked Full Year			
	1980		1985		1980		1985	
	Men \$	Women \$	Men \$	Women \$	Men \$	Women \$	Men \$	Women \$
Average Income Over All Occupations	26,827	12,880	24,375	13,338	33,646	20,368	32,201	20,976
Management/Administration/ Related	42,451	21,336	40,488	22,087	44,875	25,295	43,874	26,136
Natural Sciences/Engineering/ Mathematics	34,927	19,167	35,516	22,044	41,389	26,324	42,268	28,992
Social Sciences/Related	39,221	16,785	38,389	17,228	45,343	25,270	47,432	26,875
Religion	19,534	10,800	18,133	11,331	21,028	14,991	19,996	16,947
Teaching/Related	34,575	19,371	32,980	19,590	38,415	29,350	38,229	30,639
Medicine/Health	46,259	16,748	45,834	18,563	49,294	23,873	51,917	26,442
Art/Literacy/Recreation/Related	21,513	11,815	17,598	10,942	28,090	21,123	26,775	19,705
Clerical/Related	19,438	12,756	18,562	13,285	26,930	18,568	26,134	19,080
Sales	27,264	10,164	22,200	9,724	34,395	18,686	29,565	17,862
Service	17,700	8,241	15,848	7,701	26,272	15,150	25,192	14,269
Farming/Horticulture/ Animal Husbandry	17,662	8,580	12,694	7,092	20,596	12,404	15,357	8,949
Fishing/Trapping/Related	14,339	0	12,687	0	31,385	0	28,971	0
Forestry/Logging	18,155	7,817	17,602	8,524	32,929	18,417	29,835	18,959
Mining/Quarrying								
Including Gas & Oil	32,008	19,333	28,445	17,960	39,170	27,592	37,274	26,404
Processing	24,401	12,497	24,054	12,103	30,378	19,157	30,482	19,594
Machining/Related	26,561	15,472	23,645	14,554	31,508	21,346	29,417	23,667
Product Fabricating/Assembling/ Repair	24,841	11,335	23,030	11,082	29,464	16,527	28,186	16,140
Construction	24,500	14,332	20,226	13,665	31,679	21,347	29,589	24,208
Transport Equipment Operating	26,087	13,261	22,617	12,138	30,645	20,842	28,302	18,611
Material Handling/Related	18,816	11,054	18,107	11,980	27,163	17,780	26,483	19,577
Other Crafts/Equipment Operating	28,436	12,337	27,783	13,685	32,952	18,349	33,078	19,580
Occupations - Not Elsewhere Classified	15,757	9,598	14,890	9,258	24,652	18,909	25,647	19,079

Source: Statistics Canada. (1989, March). *The Nation: Employment Income by Occupation.* (Cat. No. 93-116).

### Family trends

Family size reflects the downward trend in fertility rates after World War II. Between 1951 and 1961 the average number of children per family decreased from 2.1 to 1.8 respectively. However, the average number of persons per family increased from 3.7 in 1951 to 3.8 in 1961. Since 1961 both the average number of children and the average number of persons per family has dropped. The average number of children per family decreased from 1.8 in 1961 to 1.3 in 1986 while the average persons per family decreased from 3.8 to 3.2.

**Table 1.11**
**Percentage Distribution of Children Under 24 Years Per Census Families in Alberta, 1951-1986**

Number of Children	1951	1961	1971	1981	1986
Total No. of Census Families	223,326	305,671	380,225	565,635	616,320
	%	%	%	%	%
No Children	29.6	27.4	29.2	32.8	32.6
One Child	23.9	19.9	19.0	23.7	25.0
Two Children	22.3	22.3	21.7	26.3	27.4
Three Children	12.2	14.8	14.4	11.7	10.8
Four Children	6.0	8.2	7.9	3.8	3.0
Five Children	2.9	3.7	6.5 <sup>1</sup>	0.9	0.6
Six+ Children	3.0	3.5	N/A	0.6	0.4
Average No. Children per Family	2.1	1.8	1.8	1.4	1.3

<sup>1</sup> 5+ children for 1971.

Sources: Statistics Canada. (1951). *Census of Canada, Vol. III*.  
 Statistics Canada. (1961). *Census of Canada*. (Cat. No. 93-514).  
 Statistics Canada. (1971). *Census of Canada*. (Cat. No. 93-720, 93-721).  
 Statistics Canada. (1986). *Census of Canada*. (Cat. No. 93-106).

Families of six or more persons have shown the greatest reduction in number. In 1951, 11.9% of Albertan families had six or more persons; by 1986 this figure was reduced to 3.7%. Two-person families, on the other hand, have increased as a proportion of total families, from 29.5% in 1951 to 39.1% in 1986 (Statistics Canada, Census 1951, 1961, 1971, 1986).

Post-World War II marriage rates for Albertans have slowly decreased, and divorce rates have increased. In 1946, there were 11.8 marriages per 1,000 population. This rate fell to 7.9 in 1961 but rose to 9.6 in 1971. Since then the rate has declined to 8.4 in 1985.

**Table 1.12**
**Divorce and Marriage Rates Per 1000 Population For Alberta, 1941-1986**

Year	Marriage Rate	Divorce Rate
1941	10.6	0.4
1946	11.8	1.2
1951	9.9	0.6
1956	8.9	0.6
1961	7.9	0.8
1966	8.1	1.1
1971	9.6	2.2
1976	9.7	3.1
1981	9.7	3.7
1986	8.0	3.9

Sources: Statistics Canada. (1983). *Vital Statistics. Marriages and Divorces*. (Cat. No. 84-205).  
 Statistics Canada. (1986). *Vital Statistics. Marriages and Divorces*. (Shelf tables).  
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Divorce rates in 1946 were 1.2 per 1,000 population. A record low of 0.6 was reached in 1951, and this figure remained stable until 1956. However, since 1961 there has been a steady increase in divorce rates. The rate rose from 0.8 in 1961 to 3.7 in 1981, declining slightly over the next two years to 3.4 in 1985. Overall, divorce rates have increased almost six-fold since 1961. As a result, more Alberta men and women are living in a divorced state, and the overall trend suggests that future marriages will also have a greater chance of ending in divorce.

One consequence of declining marriage rates and increasing divorce rates is a decrease in the number of two-parent families and an increase in the number of single or one-parent families. In 1951, 91% of all Alberta families included a husband and wife. Of these families, 63.8% had one or more children. By 1986 two-parent families had decreased to 88.2%, but the percentage of these families with one or more children increased to 67.3%.

Table 1.13

Census Families By Type of Family for Alberta, 1951-1986

	1951	1961	1971	1981	1986
Total No. of Families	223,326	305,671	380,225	565,635	616,320
Family Type	1951 %	1961 %	1971 %	1981 %	1986 %
Husband Wife - Total	91.0	92.3	91.1	89.9	88.2
No Children at Home	29.6	27.4	28.0	32.8	32.6
With 1 or more Children	63.8	72.5	63.1	67.2	67.3
Lone-Parent - Total	9.0	7.7	8.9	10.1	11.8
Female	6.8	5.3	7.1	8.2	9.7
Male	3.2	2.4	1.8	1.9	2.1

Source: Statistics Canada. (1951). *Census of Canada, Vol. III*.

Statistics Canada. (1961). *Census of Canada*. (Cat. No. 93-515, 93-516).

Statistics Canada. (1971). *Census of Canada*. (Cat. No. 93-720, 93-721).

Statistics Canada. (1981). *Census of Canada*. (Cat. No. 92-935).

Statistics Canada. (1986). *Census of Canada*. (Cat. No. 93-106).

The overall number of one-parent families increased from 9% of all Alberta families in 1951 to 11.8% in 1986. Of these families, the majority are headed by females. In 1951, 6.8% of all families were headed by women. A similar proportion is apparent in 1986 figures, which show 9.7% of all families as having a female head.

This decline in two-parent families and increase in one-parent families has had a significant impact upon family income and the number of children living in poverty. In 1970 two-parent families had an average annual income of \$30,049. By contrast, the average annual income of one-parent families with a female head was \$15,082. The disparity between these two income figures was \$14,967; by 1985 the difference had increased to \$18,791.

**Table 1.14**
**Average Census Family Income By Family Status in Constant (1985) Dollars for Alberta, 1970-1985**

Family Status	1970 \$	1980 \$	1985 \$
Average for Total Census Families	28,887	38,373	38,571
Husband/Wife	30,049	44,499	44,116
Female Lone Parent	15,082	18,827	19,780

Sources: Statistics Canada. (1971). *Census of Canada*. (Cat. No. 93-725).  
 Statistics Canada. (1981). *Census of Canada*. (Cat. No. 93-943).  
 Statistics Canada. (1986). *Census of Canada*. (Cat. No. 93-107).

According to Statistics Canada (1986), the incidence of low income is likely to occur more frequently in one-parent families than in two-parent families. In 1980, only 8.8% of married couples with children had low incomes, whereas 40% of female-headed one-parent families with children had low incomes. The gap between these groups widened by 3.1% in 1985. The incidence of low incomes was 11.7% for married couples with children in 1985 and 46% for female-headed one-parent families with children. In the past, persons over 65 years of age have been more susceptible to incidences of low income, but in 1985 the incidence of low incomes among this group fell to 32.5% from 50.6% in 1980. The 1985 figure for the over-65 group is substantially lower than the 1985 figure for female-headed one-parent families, meaning that the elderly are no longer the group most susceptible to incidences of low income.

**Table 1.15**
**Percentage of Economic Families and Unattached Individuals in Private Households By Family Status and Incidence of Low Income -Alberta, 1980 and 1985**

Economic Family Status	1980 %	1985 %
All Economic Families	10.7	13.8
Husband-Wife Families		
Married Couples Only	8.1	10.1
Married Couples with Never Married Children	6.7	7.4
Married Couples with Other Relatives Only	8.8	11.7
All Other Husband-Wife Families	7.8	10.3
All Unattached Persons 15+	9.2	10.4
15 to 64 Years	29.4	36.3
65 + Years	13.8	21.3
Female Reference Person with Never Married Children	40.0	46.0

Source: Statistics Canada. (1986). *Census of Canada*. (Table IN86B01C).

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## Chapter 2

### AN HISTORICAL OVERVIEW OF CHILD CARE IN ALBERTA

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#### Introduction

The evolution of day care policy and practice in the province of Alberta throughout the past 45 years has been characterized by periods of activity and crisis alternating with periods of inaction. These changes were often a response to the economic and social demands of the time.

Since 1945, Alberta has experienced tremendous change and upheaval. The population has tripled, with a sudden increase occurring at the time of the economic boom in the 1970s. The economic base and the demographic centre of the province have shifted away from the agricultural sector. A majority of the population is now situated in either Edmonton or Calgary, and oil and gas revenues have become fundamental to the economic well-being of the province. Social changes have accompanied these shifts in the economic and population bases. They include an increase in the number of women, especially mothers, entering the labour force; an increase in the number of families living in poverty, and a decreasing birth rate. (See Chapter 1 for more detailed information regarding these economic and demographic changes.)

Throughout the post-war period Alberta has been governed by two political parties. The Social Credit Party, with a rural and fundamentalist power base, led Alberta from 1935 through 1970. It was succeeded by the Progressive Conservative Party, which swept into power in 1971, presenting an image of conservative social policy coupled with a new entrepreneurial confidence.

It is against this background of growth, change, and economic volatility that child day care policy and practice evolved in Alberta.

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#### Early Beginnings

The population of Alberta grew steadily in the years immediately following World War II. This was a period of relative stability, characterized by life on the family farm and traditional family roles and relationships.

Prior to the late 1960s, child day care was not commonly available in Alberta and all levels of government had little interest in child care. In 1942, the federal government introduced the Dominion-Provincial Agreement which offered government subsidies to encourage the establishment of child day care centres during the war years. Although Alberta signed the agreement the government took only a brief interest in it. An advisory committee refuted the need for child day care in the province, and the provincial government did not acquire any funds under this agreement.

For the following 25 years, the majority of child day care centres in Alberta were privately owned and operated and received only scant government attention. Following the creation of the Department of Public Welfare in 1944, the *Child Welfare Act* (Alberta, 1944) was passed. This Act provided for the licensing of child care facilities based on inspections by local health and fire authorities.

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### **Publicly Funded Day Care**

In 1966 two landmark events occurred. The first was the creation of the Canada Assistance Plan (CAP) (Canada, 1966) by the federal government; the second was the introduction of Alberta's preventive social service program and the passage of the *Preventive Social Service (PSS) Act* (Alberta, 1966).

Under the Canada Assistance Plan, the federal government and participating provincial governments shared equally in the cost of providing welfare services to families in financial and social need. In order to qualify for funds under this plan, provincial governments had to demonstrate that the objectives of expenditures included "the lessening, removal, or prevention of the causes and effects of poverty, child neglect, or dependence on public assistance" (Canada, 1966). A second qualification, and one which led ultimately to the province losing millions of dollars per year, stipulated that funding under the CAP agreement was available only to provincially approved non-profit agencies. Although many Alberta municipalities have acquired funds for child day care services under the auspices of the Canada Assistance Plan, the provincial government has supported a predominantly commercial child care system, which does not qualify for funding under the CAP agreement.

The 1966 *Preventive Social Services Act* was notable for its emphasis on providing preventive services, its delegation of decision-making authority to municipalities, and its introduction of cost-sharing arrangements between the province and participating municipalities at a ratio of 80:20 of the cost of providing social welfare services. This change in emphasis from one of custody and maintenance to one of prevention and individual development provided a fundamentally new and innovative approach to social service planning and delivery in Alberta (Bella, 1982). This Act provided the first avenue for funding child day care centres sponsored by public and non-profit agencies. These centres were able to apply for funding from the province, via municipalities, in order to provide subsidized services to low-income families requiring child day care. The system which evolved under the auspices of the *PSS Act* was based on funding the deficit operating budget of selected municipally approved child day care centres. Fees were adjusted according to a sliding scale based on individual family income.

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### **Preventive Social Services in Edmonton and Calgary**

The cities of Edmonton and Calgary had the greatest social need to provide child day care services. They quickly took advantage of the funding provisions of the *PSS Act* and opened public and non-profit child day care centres. Edmonton's first publicly funded centre was the Community Day Nursery, which opened in 1966.

Between 1966 and 1980, all of the City of Edmonton's expenditures on day care came within the terms of the provincial cost-sharing program. In 1967, a director of day care was hired to develop and administer the day care program in Edmonton. The director worked in conjunction with an advisory committee in

order to form policies for the future direction of day care in Edmonton. More child day care was made available through the purchase of services from non-profit, community-based organizations, and subsidies were provided to families in need in the form of a sliding scale for fees. Public funds were extended only to programs which met the standards set by the city. These standards were based on those recommended by the Child Welfare League of America (1969). They focused on cooperative parent/staff relations, the provision of support services to families, and the provision of a developmentally sound program for young children. Funding from the city called for either the presence of a social worker on staff or access by the program to the services of a social worker from the city (Clifford, 1972). Thirteen non-profit day care centres were established and received funding as preventive social service agencies during this time.

In addition, the City of Edmonton accepted recommendations that all staff employed in child care centres should have relevant training. In the first few years no college or university courses were available, and the city hired a number of people with British nursery school training to implement the programs. In 1969, the Glengarry Day Care Centre was opened under the direct auspices of the City of Edmonton. The development of a high quality city-operated centre was initiated to serve as a model or prototype of a community-based centre and to provide opportunities for the training of staff who could then transfer their skills to other centres within the system. The Glengarry Centre was operated by the City of Edmonton until 1984 when it was handed over to a community board.

By 1970, the City of Edmonton's day care program included three major components:

1. funding, consultation, and administrative services to support community non-profit day care centres.
2. direct operation of programs such as family day homes, an out-of-school care system, and the Glengarry Day Care Centre.
3. the provision of day care subsidy services to eligible families.

The City of Calgary was similarly involved in the development of a day care program to meet increasing community needs. A day care consultant was hired to assess the city's day care system, examine budgets, and review standards of care. Child Welfare League of America standards were adopted. In 1970, the Bowness-Montgomery Day Care Society opened a day care centre. This was the second centre in Calgary to receive PSS funding. The first was the Providence Creche, which had a primary focus on care for disabled children. In 1971 the Shaganappi Day Care Centre was opened. This was the prototypic counterpart of Edmonton's Glengarry Centre.

The growth of child day care was not limited only to the funding of public centres under the provisions of the *PSS Act* or to expansion only within the two major cities. Similar expansion, especially in the municipally sponsored non-profit sector, occurred in the north and south of the province in cities such as Grande Prairie, Lethbridge, and Medicine Hat. Hepworth (1975), in a report for the Canadian Council on Social Development, estimated that within the province, 1,500 children were receiving full-time day care and a further 200 were in before or after-school programs. Child day care was regarded "largely as preventative social services and...predominantly for children of single or low-income parents" (p. 74). However, he went on to say that "The degree of encouragement for day care services from the provincial government thus far appears to have been small" (p. 74).

Child day care services were being provided by both municipal and private agencies, with the largest growth in the privately owned and operated sector. By the mid-1970s, at least two out of every three centres were operated privately. Most of the private centres were small family operations, providing a service to local families. Local chains and franchised commercial day care centres became more common during the 1980s. Most of these centres are located in the cities of Edmonton and Calgary.

The *PSS Act* of 1966 was replaced by the *Family and Community Support Services Act* of 1981 (Alberta, 1981). The intent of this new Act was to provide greater local autonomy in services and activities that strengthen the family and the community and to promote the use of volunteers. Local projects no longer needed to receive prior provincial approval before becoming eligible for provincial funding.

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### **Education and Training for Child Care Personnel**

These early centres had difficulty hiring staff with appropriate education and training. One reason for this was the lack of training programs within the province. In 1970 Mount Royal College responded to the need for training programs by establishing a two-year diploma in Early Childhood Education and a 10-month inservice certificate program. At the same time, a number of courses were made available in Edmonton through the University of Alberta Department of Extension, and Grant MacEwan College graduated its first two-year diploma students.

Following the development of an Early Childhood Services Program (kindergartens) by the provincial Department of Education in 1973, the demand for personnel to work with young children in day care programs and as assistants in Early Childhood Services programs increased. Additional one and two-year training programs were established in the province. The Alberta Vocational Centre at Lac La Biche developed a one-year program. The Department of Advanced Education approved training programs in Red Deer, Grande Prairie, Medicine Hat, Vermillion, Lethbridge, and Fort McMurray. These programs have provided preservice and inservice training in many locations across the province using various formats, including on-site teaching, teleconferencing, correspondence courses, and television.

More recently, in 1984, the Day Care Society of Alberta, which represents independent or commercial operators, formed the Heritage Child Development Institute to provide inservice training for staff already employed in day care. The institute now operates independently of the society in Edmonton. The society continues to provide non-credit training, primarily in Calgary, and to operate the Early Childhood Training Academy.

The issue of education and training has been key in the province since the early 1970s. Repeated recommendations from advocacy groups and task force reports about the importance of training and education for personnel in child day care did not result in the implementation of provincially regulated standards.

Following the report of the Alberta Task Force on Day Care (Horowitz, 1977), the government announced a plan to phase-in required training levels for child care staff. The plan estimated that a gradual phase-in program would result in two-thirds of all child care staff being trained by 1987. This goal was abandoned, but it is difficult to ascertain the rationale behind the abandonment decision at a time when the government seemed intent on improving standards and providing monetary support to day care.

In the Speech from the Throne in February, 1989, the government announced its intention to "introduce training requirements for all staff working in day care centres." The speech noted that these requirements would be "phased in over a three year period and include basic training in early childhood development" (Hunley, 1989,p. 9). The subsequent release of a White Paper in 1990, detailing the changes, is noted in Chapter Five of this Report, Child Care in Alberta, 1989-1990.

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## Pressure for Day Care Standards

In May 1970, a day care seminar was sponsored by the Social Planning Branch of the Department of Social Development. All segments of the public were represented including parents, day care board members, day care directors, owners and operators of private and non-profit centres, municipal consultants, provincial staff, and PSS directors. The focus of the seminar was "standards and licensing of day care," and all participants were given an opportunity to express their personal opinions on this subject. The participants reached consensus on four items.

1. A broad educational program should be developed to inform the public of the value of day care and to provide parents with guidelines for selecting day care.
2. Licensing standards should recognize the importance of staff training and the ratio of caregivers to children.
3. A separate Early Childhood Act should be created that would encompass all early childhood agencies, and the act should cover all standards of care.
4. An interim board should be established to research the idea of a province-wide association of all groups and individuals concerned with the wellbeing of young children and families (Sequin, 1977).

Less than one year later, following a provincial election at which the Progressive Conservative Party became the provincial government, the Canadian Committee on Early Childhood sponsored a two-day conference in Edmonton called "On Behalf of Young Children." The social workers, day care personnel, and educators who attended listened as the newly appointed Progressive Conservative ministers of Education and Social Development publicly agreed that there was a need to integrate the two departments in order to meet the needs of preschool children (*Edmonton Journal*, 1971; Sequin, 1977).

Following this 1971 conference, a province-wide association was formed with aims as broad and diverse as its membership. The Alberta Association for Young Children (AAYC) identified its main concern as the welfare of all children below age 12 but with a primary focus on children under age 6. Among the association's aims were the following:

1. To coordinate the efforts of all agencies, organizations, professional groups, parents, and all others interested in early childhood.
2. To encourage and facilitate the coordination of existing and future services for young children and to provide the greatest efficiency and effectiveness of these services.
3. To make recommendations in the area of early childhood to the government of Alberta.

The AAYC made a number of recommendations to the government over the following years. These recommendations included the integration of day care, nursery, and kindergarten programs and the establishment of minimum provincial standards in the areas of health, building standards, staff qualification, and child/adult ratios (AAYC, 1972 & 1984). The AAYC was not the only group to submit recommendations to the provincial government regarding day care standards. In 1973, the Day Care Society of Alberta, representing privately sponsored centres in Calgary, proposed specific child/staff ratios and commented on staff training issues.

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## Early Childhood Services

Paralleling this surge in interest and activity in the child day care field was a movement of parents and educators towards the creation of universally accessible kindergartens. Until the Early Childhood Services Program was established and funded as a part of the provincial Department of Education in 1972, there had been a concerted effort by several individuals and groups to improve the quality of the few kindergarten programs which existed in the province and to insist on the benefits of making a kindergarten program available to all young children.

The period 1964-1973 saw a plethora of reports (Worth et al., 1966 and 1972; Downey, 1972), briefs (Alberta Teachers Association, 1971; Alberta Association for Young Children, 1972), and government statements addressing the rationale for programs for children under 6 years of age. A number of the arguments in support of kindergartens were influenced by the work of Bloom (1964), which showed the critical importance of the period of rapid development in children up to 6 years of age, and by the creation of project Head Start (1964) in the United States with its focus on helping socially disadvantaged children. Other factors influencing the development of Early Childhood Services programs in the province included the contemporary social context of the movement. Downey (1972) based much of his rationale for kindergartens on his forecast that society would have more and more working mothers, there would be a decline in the role of the traditional family, and there would be dramatic technological and social change. He argued that in light of these changes, it was appropriate and important to provide children with an early start to learning.

The government's eventual "Operational Plan for Early Childhood Services" (Alberta. Department of Education, 1973) emphasized the needs of children up to 5 and a half years of age, and especially those requiring special help because of social or medical needs. The program was intended to strengthen and enrich families; to assist in the early detection of physical, mental, and educational handicaps; and to provide both preventive and remedial services for children and families in special situations. The program provided for sponsorship by school boards and private non-profit agencies and offered funding on a per-child basis.

The second phase of the Operational Plan for Early Childhood Services was described in a policy statement which referred directly to children attending day care centres: "Beginning September 1974-75, the Department of Education shall provide consulting services through its field consultants to day care centres so as to strengthen the educational component of day care programs" (Sequin, 1977). While the second phase of this policy was never implemented, some day care centres operate Early Childhood Services programs as a part of their day care centres and are therefore directly influenced by the policies and practices of the Department of Education.

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## Day Care Standards Legislated

In 1976, the Department of Social Services and Community Health circulated a discussion paper, "Proposal for Day Care Standards and Licensing," an action that reflected the paucity of provincial licensing standards at the time. The responses by more than 200 individuals and groups around the province led the Minister of Social Services to establish a task force in 1977 with the purpose of recommending day care licensing standards based on the original discussion paper and reactions to it. The recommendations of the task force (Horowitz, 1977) were all accepted by the Minister of Social Services, and many were included in the *Social Care Facilities Licensing Act* of 1978 (Alberta, 1978). The standards included in this act were the first legislated and enforceable day care standards in the province. This act also provided regulations for a variety of other institutions, including residential centres for youth and the elderly.

One of the recommendations of the task force was "that a distinct unit in relation to day care should be established in the department...and it should be headed by a Director of Day Care." Effective on January 1, 1978, the licensing unit was transferred from the Social Services Division to Health Services and a Day Care Unit was established within the Health Services Division. This unit was "...responsible for the provincial administration, development and coordination of a full spectrum of day care services" and "...to ensure a provincial focus, provide consulting services and to continue to review and revise the regulations" (Horowitz, 1977).

The task force also favoured hiring consultants in the day care unit who would be "enthusiastic, imaginative, and sensitive" and who would encourage operators rather than attempt to legislate detailed program requirements. A director and three consultants were hired to work in the new unit.

One of the other areas discussed by the task force concerned staff qualifications. The task force recommended that every effort be made to improve the quality of staff training and that "...a licensing board for professional day care staff should be formed. Primary staff who have served for five years prior to these standards taking effect should be licensed. Graduates of early childhood programs offered by Alberta post-secondary institutions and who have at least one year's experience should be licensed." However, the authors of the report considered that this item fell outside their mandate and made the statement that "this topic does not deal with standards and so this item should be removed...." (Horowitz, 1977). As a result, no action was taken to introduce training standards at that time.

In September 1980, the government announced improvements to the provincial day care standards and the establishment of a provincial Day Care Advisory Committee. Changes in the standards included improvements in child/staff ratios, a description of the maximum group sizes for different ages of children, and an increase in the requirements for indoor space for each child. A report commissioned by the provincial government (Price Waterhouse, 1982) indicated that these were among the highest legislated standards in Canada.

The new child/staff ratios introduced (and still in force in 1988), were 1:3 for children up to 18 months; 1:5 for 19 to 35 months; 1:8 for 3 to 4 years; and 1:10 for 5-year-olds. The new standard for group size stipulated that no group could exceed double the number of children in the applicable child/staff ratio. Although the child/staff ratios have been rigorously enforced, the maximum group size is less clearly defined and tends to be a matter for negotiation between operators and licensing officials.

The establishment of a Day Care Advisory Committee was announced in a news release by the provincial government in 1980. The initial task of this committee was to "identify qualifications and training requirements for day care personnel." Leading from these recommendations, the Day Care Society of Alberta, representing a "free enterprise sector" (Day Care Society of Alberta, 1984), was provided with a grant from Alberta Social Services and Community Health to develop a private and non-credit training program.

*The Social Care Facilities Licensing Act of 1981* (Alberta, 1981), which legislated the new standards, also dealt with the appointment of licensing officials. However, the act refers to the licensing of any residential centre other than hospitals, nursing homes, and senior citizens' homes which is supported by government funding. As a result, licensing officers spent only a part of their time with day care. In the early 1980s, Alberta had 21 licensing officer positions and approximately 600 day care centres, a situation that led to brief and infrequent visits. The problem was compounded during 1982 and 1983 when many day care consulting positions were withdrawn and licensing officers were given dual responsibilities for licensing and for programming to meet children's needs.

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### Changes in Funding for Child Care

At the same time as the passing of the original *Social Care Facilities Licensing Act* (1978) and the reorganization of the day care unit, the system of funding for child care was changed from subsidizing the operation of day care centres themselves to subsidizing fees for eligible families. This enabled subsidized families to place their children in a licensed child care program of their choice, including commercially operated centres. This change in funding policy had a significant effect on municipalities which operated their own day care programs. In several instances the new provincial standards for licensing and funding were lower than the municipal standards. Municipalities which elected to continue to provide services at the higher standards were obligated to provide the additional funding necessary to support those standards. The result was a slow-down in the development of municipally supported or sponsored child care and an increase in the commercial child care sector, which was now able to gain access to provincial funds through the subsidies paid to low-income families.

In order to help centres to adjust to the new regulations introduced in the *Social Care Facilities Licensing Act* (1981) without passing the costs on to parents, the operating allowance was offered to all those centres which met the new standards prior to the mandatory compliance date of August 1, 1981. Operating allowances followed the child and were based on the age of the child and the child's attendance at the program. One result of this new policy was greater success both in improving child/staff ratios and encouraging the establishment of new day care centres to meet the growing demand.

In 1981, the operating allowances paid to each centre were increased to the levels shown in Table 2.1.

**Table 2.1**

**Alberta Staff to Child Ratios and Operating Allowances Effective 1981**

Age	Staff/Child ratio	Monthly operating allowance per child \$
0-18 months	1:3	257.00
19-35 months	1:5	131.00
3-4 years	1:8	78.00
5 years	1:10	65.00

Sources: Alberta. (1981). *Social Care Facilities Licensing Act: Day Care Regulation*. Alberta. Family and Social Services. (1988). *Who Uses Government Funded Child Care?*

In 1981, the provincial government also introduced funding for approved or satellite family day home programs. The Family Day Home Administrative Fee Program supported day care for up to three children cared for in an individual's private residence. The program was administered by community-based agencies under contract with the Department of Social Services and Community Health, and the agencies received a monthly administration fee for each child who attended the program. The administering agency then became responsible for programming, supervision, provision of equipment, and payment to the provider.

The levels of funding for this program in 1985 are shown in Table 2.2.

**Table 2.2**

**Alberta Family Day Home Administrative Allowances Effective 1985**

Age	Monthly administration allowance \$
0-35 months	84.00
3-5 years	52.50

Source: Alberta. Family and Social Services. (1988). *Who uses Government Funded Child Care?*

These changes in the system of funding were significant in a number of ways. Between 1981 and 1986, Alberta spent more per capita on child care than any other province in Canada. The changes were also significant because they allowed funds to be paid to all centres which met minimum licensing requirements and because payments were based on the age and attendance of each child.

### **Family Day Home Care**

The need for regulated alternatives to centre-based care was realized in 1980. Family day home services were encouraged, especially those with a focus on caring for children up to 18 months of age. The Family Day Home Administrative Fee Program (discussed above) was introduced to encourage the development of this service. Until increases were announced in 1985, this program provided a fee of \$40 per month per child to agencies which operated an approved satellite family day home program. A family day home was described

as a private residence in which three or fewer children of preschool-age received child care. Day care subsidies were made available to those eligible low-income families who placed their children in licensed family day homes.

In order to assist in the development of satellite family day homes in Edmonton, the Day Care Branch administered a pilot program. The intent was to hand over this project to suitable agencies in December 1981. However, the program continued to operate under the auspices of the branch until March 1983, when it was transferred to a privately operated agency.

Recent developments in the satellite family day home program have included publication of the *Family Day Home Program Manual* (Alberta. Family and Social Services, 1989), increases in the administration allowances paid to agencies on a per child basis, and increases in the number of children that can be cared for by both licensed and approved providers. Non-government actions in the family day home sector have included the formation of a province-wide association of agencies and an increasing number of regional and provincial workshops and conferences.

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### School-Age Care

In 1980 and 1981, the responsibility for school-age care was removed from and then transferred back to municipal jurisdictions. Initially, the province continued to provide a subsidy for families, but municipalities were encouraged to develop standards and to provide subsidies to low-income families. The demand for school-age care has continued to increase, especially in urban areas. The cities of Edmonton and Calgary have both established standards for the provision of care (Edmonton Department of Social Services, 1987), and both provide financial and program support. The City of Edmonton established training standards for people employed in school-age care and created a Qualifications Equivalency Committee to manage the program. A training initiative, introduced by the early childhood education programs at Grant MacEwan and Mount Royal Colleges and supported by their respective cities was postponed because no money was made available by the provincial government Department of Advanced Education or the Department of Family and Social Services. Debate continues with respect to the location of responsibility for providing school-age care.

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### Child Care on Native Indian Reserves

A number of Native Indian bands have developed child care services. The bands leading the way have been those with the largest populations and the necessary financial resources, often as a result of federal government transfer payments for natural resource discoveries. The four bands that live in the Hobbema region each have a day care centre. Since 1981 a one-year training program has been provided in Hobbema by Red Deer College with funds from Alberta Vocational Training (AVT). On a number of other reserves, community colleges have offered one and two-year training programs, and local branches of Family and Community Support Services (FCSS) have provided financial and program support.

Native centres which meet provincial standards are eligible to receive the provincial operating allowance. The provincial and federal governments are currently considering the inclusion of low-income native families in the child care subsidy program.

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## Integration of Children with Special Needs

Handicapped Children's Services (HCS), a branch of Alberta Social Services and Community Health, provided rehabilitation aides to day care centres in order to facilitate the integration of children with special needs. HCS provided a variety of services to children, all of which required a contract between the child's parents or guardian and the government. In 1981, guidelines were released for an Integrated Day Care Program under the auspices of the Services for the Handicapped Branch (Alberta. Social Services and Community Health, 1981). The purpose of this program was to provide funding and consultation services to day care centres in order to facilitate the integration of young children with special needs. In 1984, funds from HCS and Services for the Handicapped were amalgamated and transferred to the Day Care Branch. Each of the six regional offices became responsible for the administration of the Integrated Day Care Program.

A number of support services to assist with the integration of young children have developed. Glenrose Hospital in Edmonton, Alberta Children's Hospital in Calgary, and the Children's Services Centre in Red Deer have provided outreach teams to visit centres to provide assessment and program assistance. Other support services have been developed in the province, often with the support of the local FCSS or public health unit.

One recent initiative, in keeping with the government's intention to privatize services, has been the development of contracts between the Integrated Day Care Program and private, non-profit agencies in Edmonton and Red Deer.

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## Standards and Their Enforcement

1981 saw the beginning of a policy of decentralization in social service programs. While policy development and evaluation remained centralized in Edmonton, the regional director in each of the six regions of the province became responsible for service delivery. A total of 18 day care consultant positions were decentralized, although only a small number were filled (Alberta. Family and Social Services, 1990).

The Social Care Facilities Review Committee, headed by a government Member of the Legislative Assembly, has been active since 1981 in its function of inspecting facilities, including day care centres, that receive provincial funding. Bagley (1985) reported that the committee visited almost every day care centre in Alberta in 1984. However, even if the committee found problems in a centre it had no mandate to enforce standards. On occasion, the committee paid subsequent visits to a centre and persistent violators could be reported to the provincial director of day care (Bagley, 1985). This committee submits an annual report to the Minister of Family and Social Services (Alberta. Social Care Facilities Review Committee, 1981).

In 1983, the Alberta Board of Review on Child Welfare (also known as the Cavanagh Commission) released its report. Out of 34 chapters, one was devoted to day care. After visiting a number of day care centres, the board commented that while responsible day care centres may identify problems, concerns and needs of young children, "some programs may be minimally acceptable . . ." (Cavanagh, Allison and McCoy, 1983, p. 67). The board criticized the provincial government for arbitrarily removing the control of day care from municipalities. The cities of Edmonton and Calgary, in particular, experienced a decline in standards of quality when the province introduced minimum standards which were lower than the Child Welfare League of America standards that these two

cities had adopted previously. The report also criticized program and building standards in day care, as well as the frequency and quality of inspections, concluding that "inspections by provincial inspectors seemed to be few and far between and rather cursory...unless the provincial authorities can monitor performance and adherence to standards, the quality of service will surely deteriorate" (p. 71). The Cavanagh report on child welfare was influential in almost all the areas it commented upon. Many of its recommendations were reflected in the *Child Welfare Act of 1984*.

The Alberta Association for Young Children (AAYC), which has been active in advocacy on day care issues in Alberta since its inception, issued a document in 1984 in which it expressed concern about the lack of training standards in the province. The document advocated for a system similar to the one in Manitoba, which would require each centre to have at least 50% of its staff trained by 1988.

Also in 1984, the Early Childhood Professional Association of Alberta (ECPAA, 1983), published the findings of a survey of 151 graduates of early childhood development college diploma programs. It found that only 43% of graduates were working in day care and a further 15% intended to leave within six months because of poor salaries or working conditions. For those working in private centres, the median salary was \$6.75 per hour, while for those in non-profit centres it was \$8 per hour. These figures are similar to those reported from the prairie provinces in the federal Task Force on Child Care (Schom-Moffatt, 1985).

Less than two years later, a review of day care in Alberta (Bagley, 1985) stated that while the province had been generous in providing subsidies to day care operators, it had made "no attempt whatsoever to audit or call to account the millions of dollars given in subsidies to day care" (p. 62). The report went on to state that "Apart from a failure to specify staff training levels, Alberta's day care standards are generally adequate...but the central weakness...is the failure to insist that important aspects of these regulations, such as those on maximum group sizes, are adequately enforced" (p. 62). Bagley recommended that the operating grant could be used as a means to ensure conformity with regulations. In conclusion, the report states that "the cutback in social service budgeting has provided a symbolic excuse for failure to increase the numbers of licensing officers and day care consultants, as well as an excuse not to implement earlier recommendations on standards for staff training."

In spite of these criticisms of day care policy in Alberta, no action was taken at that time to introduce training standards for staff, to tie the operating allowance to standards of care, or to improve the quantity and quality of inspections.

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## Day Care Review and Non-Government Initiatives

In 1986, the Child Day Care Program in Alberta came under review, and a freeze was placed on the operating allowance program. New day care centre spaces continued to be licensed if they met regulated standards, but these spaces were not eligible for the operating grant. This freeze was introduced, in part, because of an apparent 20% vacancy rate in licensed day care spaces.

Between 1986 and 1988 there have been a number of other changes to the provincial day care program. In 1987, the *Day Care Licensing Policy Manual* (Alberta. Social Services and Community Health) was introduced with the intention of developing consistency on regulatory issues among the six administrative regions with responsibility for service delivery, consultation, and

licensing of day care services. The following year, the Day Care Branch was officially renamed Child Care Programs while maintaining responsibility for program and policy development, monitoring, evaluation, and review.

A computerized day care information system, designed to establish a data base for the entire provincial day care program, was inaugurated in 1988. At the same time, the day care subsidy system was redesigned in order to expedite the processing of subsidies payable to day care centres and family home agencies on behalf of eligible parents.

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## Conclusion

Child day care in Alberta has evolved at a pace faster than anyone could have been predicted 30 or 40 years ago.

Licensed child care in Alberta has a number of indices of high quality already in place, and the regulations pertaining to staff/child ratios and to maximum group size are among the best in Canada. Day care centre operating allowances average \$115 per child per month and family day home administration allowances average \$85 per child per month, and this means that Alberta spends as much per capita for child care as any other province. As a result of these government contributions, the average full-time child care fee is \$300 per child per month, which is among the lowest fees in Canada (LaGrange and Read, 1990). These standards will change as the proposals contained in the White Paper are implemented.

However, many challenges remain. The policy of decentralization which occurred in the early 1980s led to regional disparities in the way licensing standards were interpreted and enforced. The recent introduction of new licensing manuals, together with the implementation of a department policy of hiring licensing officers with pertinent early childhood education qualifications, will help to alleviate regional differences.

Debate continues between the privately owned and operated sector and the public sector. In Alberta 75% of child care services are commercially operated, but the provincial government has continued to fund all child care operations identically, regardless of auspice and in spite of the fact that funds paid to the private sector are not cost recoverable under the Canada Assistance Plan. Although the government is currently proposing to reassign the operating allowance paid to day care centres and to incorporate it into a system based on subsidies for low-income families, at present there is no method of making centres accountable for the way they use funds received under this plan.

Although licensed facilities provide child care for only 12% of preschool children in the province, these facilities have a 20% vacancy rate. No studies of this phenomenon have been reported, but there are a number of possible explanations. One is that an increasing number of parents are staying at home, but this seems unlikely given the fact that 60% of women in Alberta are in the labour force and employment rates for men have remained relatively stable. One other explanation may be that the vacancy rate is unusually high in certain centres possibly because they are perceived to offer inferior standards of care or because of changes in the local population. A third possibility is that day care centres are licensed on the basis of their square footage, and this creates a larger official capacity than the operators ever intend to fill. Finally, it may be that the negative publicity which licensed day care has received in Alberta together with the presence of extensive networks of unlicensed and unregulated forms of care have resulted in parents choosing alternative arrangements. Since

approximately 120,000 young children in Alberta are cared for by someone other than their parents and only 30,000 of these children are in licensed care, some examination of the reason for this disparity seems required.

In Alberta, the lack of regulations pertaining to the education or training of child care providers has prevented a sense of professional identity from developing among those who work in the field and has interfered with the development of higher standards of care from within. After many years of receiving recommendations from the day care community, the government has made recent statements that indicate a serious intention to introduce training standards for caregivers in day care centres. This does not include the operators of family day homes, even though family day home agencies are responsible for the "support and training of providers who can meet the developmental needs of children in care." The agencies' home visitors are also required to "develop an individualized training plan and provide appropriate training" (Alberta. Family and Social Services, 1989).

The introduction of training standards is encouraging as an attempt to improve the quality of care for children in centres. However, the prevalence of low salaries and poor working conditions has resulted in a crisis in the system's ability to attract and retain staff (LaGrange & Read, 1990). The day care system in Alberta needs a comprehensive policy which requires staff to provide high standards of care based on sound education and information. At the same time, such a policy must recognize the value of trained staff by providing them with good salaries and working conditions.

Changes in child care policy and practice in Alberta are inevitable. It is hoped that these changes will result in the creation of an environment which values and supports all young children and which ensures their positive and healthy development.

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## Chapter 3

### AN OVERVIEW OF CHILD CARE LEGISLATION IN ALBERTA

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The following section provides an overview and brief discussion of:

1. the role and responsibilities of the government ministry responsible for child care programs in Alberta.
2. relevant legislation with respect to child care facilities and the education and certification of early childhood practitioners.
3. the overall capacity of child care facilities and availability of child care spaces.
4. the availability of specialized child care programs, such as special needs care and native programs.
5. government subsidies and grants available for Alberta families and for centre operators.
6. the cost of child care.
7. wages and working conditions for early childhood practitioners in Alberta.
8. professional and other organizations providing support services to the child care community.

Additional details about Alberta child care programs appear in glossary form in Appendix A at the end of this chapter.

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#### Provincial Organizational Structure and Legislation for Child Day Care

The Day Care Programs division of the Alberta Ministry of Family and Social Services is responsible for the licensing of day care centres, nursery schools, out-of-school care, and licensed family day homes in the province of Alberta. Day Care Programs is also responsible for contracting with family day home agencies to provide care in a family day home provider's private residence.

Day Care Programs also provides funding to day care centres in the form of subsidies to low-income eligible families and operating allowances to eligible day care centres. Family day home agencies receive a monthly administration fee from Alberta Social Services.

In addition, the Family and Community Support Services Program within the Ministry provides funding on a cost-shared basis to participating municipalities. This funding may be used by municipalities in supporting local school-age programs.

The *Social Care Facilities Licensing Act* (Alberta, 1981) and the *Day Care Regulations* (Alberta, 1981) give the Alberta Ministry of Family and Social Services the authority to license and monitor day care centres, nursery schools, and family day homes. Table 3.1 provides a cursory overview of provincial regulations with respect to programs and staff in child care. The *Day Care Licensing Policy Manual* (Alberta, 1987) provides policy interpretation for the Act and Regulations. The most recent amendment to the *Social Care Facilities Licensing Act and Day Care Regulations*, (Alberta, 1981) exempts approved family day homes that operate under a contract with a family day home agency from licensing requirements, although such family day homes must still adhere to the same child/staff ratios as licensed family day homes.

**Table 3.1** Licensed Program Type by Relevant Characteristics

Type	Child Age	Staff/Child Ratio	Maximum Group Size	Maximum Facility Size	Number of Facilities	Total Capacity	Total Enrolment March 1988
CDC Infant	<19m	1:3	6	80		409	83,043
Toddler	19m-34m 3-4yrs	1:5 1:8	10 16	80 80	661 <sup>2</sup>	27,558 <sup>1</sup>	22,759 <sup>1</sup>
Preschool	5yrs	1:10	20	80			
School-Age	6-12yrs		not regulated	not regulated	322	7,510	U/A
FDC Infant							
Toddler/ Preschool	<6	no more than 2 under 3		6 6	6	70 <sup>2</sup>	348 <sup>2</sup>
School-Age	6<	no more than 3		6	6	35	197
Other							
Nursery School	0-18m 19-35m 3-4yrs 5yrs	1:6 1:10 1:12 1:15	not provincially regulated			450 <sup>2</sup>	10,404 <sup>2</sup>
							U/A

<sup>1</sup> Toddler-preschool combined total. Age breakdown unavailable.

<sup>2</sup> Infant/Toddler/preschool combined. Total age breakdown unavailable.

Sources: Alberta. Legislative Assembly. (1981). *Social Care Facilities Licensing Act Day Care Regulation*.  
Canadian National Child Care Study. (1988). *Provincial/Territorial Questionnaire*.

The Family and Community Support Services Program administers the *Family and Community Support Services Act and Regulations* (Alberta, 1981). The *Family and Community Support Services Act and Regulations* enhances a community's ability to address its own social needs for preventive services and to cost-share these services, with the municipality paying 20% and the provincial government paying up to 80% of the total cost.

The Alberta Ministry of Family and Social Services is a decentralized department with six administrative regions. Each region is responsible for the delivery, consultation, and licensing functions of the Day Care Program within its own area. The headquarters of the Day Care Program is responsible for program and policy development, monitoring, evaluation, and review.

## Child Care Programs

### Centre-based Day Care (CDC)

Privately owned centres represent the majority of CDC programs in Alberta. For infant/toddler/preschool facilities there are over 2.5 times as many private facilities as non-profit. Private school-age facilities outnumber non-profit facilities by a factor of 1:8. Non-profit centres provide a total of 5,444 spaces for children 19 months to 4 years of age while private programs have a capacity of 22,173. Infant care provided by non-profit centres is minimal. The majority of non-profit facilities are governed by non-profit societies.

**Table 3.2**

**Licensed Program Type by Auspices**

Type	Facilities		Capacity		Enrollment	
	Private	Non-Private	Private	Non-Private	Private	Non-Private
<b>CDC</b>						
Infant						
Toddler/Preschool	486 <sup>2</sup>	175 <sup>2</sup>	3,510	479	268 <sup>2</sup>	33 <sup>1</sup>
School Age	209	113 <sup>3</sup>	22,173 <sup>1</sup>	5,444 <sup>1</sup>	16,322 <sup>1</sup>	5,154 <sup>1</sup>
			4,813	2,697	U/A	U/A
<b>FDC</b>						
<6 Years	70		348		U/A	U/A
School Age	35		197		U/A	U/A
<b>OTHER</b>						
Nursery School	U/A	U/A	6,259	4,145	U/A	U/A
Native		U/A		600	U/A	U/A

<sup>1</sup> Toddler/Preschool combined total. Age breakdown unavailable.

<sup>2</sup> Infant/Toddler/Preschool combined total. Age breakdown unavailable.

<sup>3</sup> Estimated figure.

Source: Canadian National Child Care Study. (1988). Provincial/Territorial Questionnaire.

As Table 3.3 notes, centre care facilities are found disproportionately in the urban areas as compared to family day homes.

**Table 3.3**

**Geographic Distribution**

	Licensed	Rural	Urban
<b>CDC:</b>			
<19m-5 years <sup>1</sup>		3,390	28,266
School-age		396	7,114
<b>Total</b>	<b>3,786</b>		<b>35,380</b>
<b>FDC:</b>			
<6 years <sup>1</sup>		83	263
School-age		17	180
<b>Total</b>	<b>100</b>		<b>443</b>

<sup>1</sup> Combined total infant/toddler/preschool.

Source: Canadian National Child Care Study. (1988). Provincial/Territorial Questionnaire.

### Family Day Homes (FDC)

In Alberta there are two types of family day (care) homes:

1. Licensed family day homes which care for from four to six children under 6 years old, no more than two children under age 3 and no more than three preschool age children, including the operator's own. However the preschool spaces can accommodate school-age children, 6-12 years old. No funding is available for school-age children in family day care.
2. Satellite family day home programs are groups of family day homes that are administered under a contractual agreement with a satellite home agency. Only children in family day homes that belong to a satellite home project may receive a low-income subsidy. Alberta Social Services Satellite Family Day Homes Project has contracts with 85 family day home programs. Family day homes within this project are exempt from licensing requirements. Enrollment figures and agency numbers are provided in Table 3.4.

Table 3.4

### Unlicensed Care Types

Satellite Family Day Homes	Enrollment	Agencies
0-35 months	3,485	85 <sup>1</sup>
3-5 years	2,112	

<sup>1</sup> Combined total for both categories.

Source: Canadian National Child Care Study. (1988). Provincial/Territorial Questionnaire.

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### Out-of-School Care

Out-of-school care is not covered by child/staff ratio regulations in Alberta, even though these programs are licensed by Alberta Family and Social Services. Licensed CDCs provide the majority of spaces for children in out-of-school care with privately owned facilities providing twice as many spaces as non-profit facilities.

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### Nursery School Programs

Nursery school programs are available for children under 5 years of age. These programs are provided by both private and non-profit facilities. Out of the total nursery school spaces available, approximately 60% are privately owned and 40% are non-profit. A little over 8% of the non-profit nursery school programs fall under the auspices of municipalities, and a little over 5% are provided by churches. The majority of non-profit nurseries are operated by non-profit societies.

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### Special Needs Programs

At this writing, Alberta does not report any specialized segregated child care settings for children with special needs. However, there are approximately 76 integrated community programs for special needs children. These programs provide 283 spaces and operate under both private and non-profit auspices.

## Programs for Native Families

There are nine child care programs serving native populations living on reserves. These programs oversee centres that provide a total of approximately 600 spaces, and all are operated under non-profit auspices.

## Funding of Child Care Services

Subsidies are available to assist low-income families with the cost of child care while parents work or attend school. The amount of subsidy is based on the size and income of the family. Table 3.5 provides information on subsidy levels and the number of parents receiving partial or full subsidies.

**Table 3.5**

### Subsidy by Types of Care

Types of Care Licensed	Maximum Subsidy \$	Average Fee Per Month \$	Number of Parents Not Paying Full Fee
<b>CDC:</b>			
Infant	240	260	
Toddler	240 (Sept/89)	260	
Preschool	240 (Mar/88)	260	
19 months to 5 years .....Combined Total			10,766 <sup>1</sup>
School Age	N/A	N/A	U/A
<b>Licensed</b>			
Approved (Satellite)	240(Sept/89)	265	
Family Day Home	240 (Mar/88)	265	

<sup>1</sup> Breakdown of age groups unavailable.

Source: Canadian National Child Care Survey. (1988). Provincial/Territorial Questionnaire.

Operating funds are provided through an operating allowance program. This program provides funding to day care centres licensed prior to November 1986. Payments are based on the number of enrolled spaces and on the ages and hours of attendance of each child. Table 3.6 provides a breakdown of the operating allowance by age of children serviced.

**Table 3.6**

### Operating Allowance Grants

Child Age	Operating Allowance \$
0-18 months	257.00
19-35 months	131.00
3-4 years	78.50
5 years	65.00

Source: Alberta. Family and Social Services. (1988). Who Uses Government Funded Child Care?

Administration fees are paid to family day home agencies who contract with Alberta Family and Social Services, Satellite Family Day Homes Project. These fees assist with the administrative costs of the agency; the fees are based on the number of children who receive child care and the ages of these children.

Table 3.7

**Administration Fees (Family Day Homes)**

Child Age	Fees (per month) \$
0-35 months	84.00
3-6 years	52.50

Source: Alberta. Family and Social Services. (1988). *Who Uses Government Funded Child Care?*

An integrated day care program, Integrated Day Care Contracting, provides additional financial support and consultation to licensed and approved child care services which integrate children with special needs into their programs. Eligibility and the amount of funding are determined by the nature of the special need. Handicapped Children's Services provides some additional funding for staff and equipment costs.

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### **Staff in Child Care**

Alberta does not have any requirements for certification or licensing of child care personnel, and the legislation does not contain any training requirements, although one staff member with a first aid certificate must be on the premises at all times. As of the late 1980s, training requirements were under consideration.

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### **Educational Programs**

While training for child care staff is not a requirement, there are a number of early childhood education training programs in the province. Nine community colleges offer programs that provide both 1-year certificates and 2-year diplomas. In addition, early childhood education degrees are offered at the three Alberta universities, but these programs have an emphasis on primary education. Private training programs are offered at the Heritage Child Development Institute in Edmonton and at the Early Childhood Training Academy in Calgary.

There are approximately 6,000 caregivers and 700 directors employed in day care centres in the province. The 85 family day home agencies contract with approximately 2,500 approved family day home providers. Approximately 70 licensed family day homes are in operation across the province.

While no current estimate of the wages and working conditions of child care staff is available, the average wage of child care staff in the prairie provinces was reported as \$7.61 per hour in 1984 (Schom-Moffatt, 1985).

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### **Support Services**

A number of associations in the province have been organized to deal with concerns and issues related to child care. Appendix B provides a list of such organizations.

## APPENDIX A

### GLOSSARY OF DEFINITIONS

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Definitions with respect to child care services tend to vary among the different provinces and territories. The following glossary of terms provides the accepted definition of services according to the relevant child care legislation and regulations for Alberta. Since age categories also tend to vary among the different provinces and territories, this section provides definitions of the terms "infant," "toddler," "preschool-age," and "school-age" as they appear in child care regulations in Alberta.

In Alberta, there are four main categories of care.

**Core care services** are those services which provide the bulk of what would be considered standard child care.

**Supplemental care services** are those services which may serve a child care purpose but are offering either some type of educational or recreational program or a drop-in child-minding service.

**Unlicensed care services** are those services which do not require a license to operate.

**Excluded care services** are those programs which are excluded or exempted from normal licensing requirements.

Within each category, there are different types of services.

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#### Types of Licensed Core Care

1. Centre-based group day care (CDC) refers to group care provided for children in a facility other than a home. Group size may vary and is affected by the ages of the children. The maximum number of children permitted in any facility is 80.
2. Family day care (FDC), family day homes in Alberta, refers to care for children in an operator's private home (termed family day homes in Alberta). The maximum number of children permitted in any home is 6, including the provider's own children. FDC of this type operate independently from family day home agencies (see contracted care types discussed earlier).
3. Infant care refers to care provided for children under age 19 months in either a family day home or a group day care setting.
4. Toddler care refers to care provided for children 19 months to 35 months of age in either a family day home or a group day care setting.

5. Preschool-age care refers to care provided for children between the ages of 3 and 5 years in either a family day home or a group day care setting.
6. School-age care refers to out-of-school care provided for children between the ages of 6 and 12 years in either a family day home or a group day care setting. Children must be attending grade school to be eligible.

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### **Types of Supplemental Care**

1. Nursery school refers to early childhood education half-day programs provided for children under 5 years of age.

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### **Unlicensed Care**

Child care may be offered in a private home without a license or approval if the provider is caring for fewer than 4 children. Estimates of the numbers of unlicensed or unapproved spaces are not available.

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### **Excluded Care**

This category of care includes:

1. programs which operate 3 hours or less per week and less than 12 consecutive weeks per year;
2. programs in which parents remain on the premises and are quickly and easily accessible in an emergency. These include church services babysitting, recreational facilities, and drop-in babysitting;
3. child care facilities that are located within women's shelters and that are used solely by the residents.

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### **Contracted Care**

1. Family day home agencies are agencies which contract with Alberta Family and Social Services in order to provide child care services. These agencies recruit, approve, and monitor family day homes.
2. Family day homes are under contract to family day home agencies. These programs are also known as satellite family day homes. Approved family day homes are private homes which contract with an agency in order to provide child care services. These homes offer child care to preschool children who are not the provider's own.

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## Appendix B

### EARLY CHILDHOOD AND CHILD CARE ASSOCIATIONS IN ALBERTA

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Alberta Association of Family Day Home Services  
Alberta Association for Young Children  
Alberta Federation of Women United for Families  
Calgary Out of School Care Directors Committee  
Calgary Regional Association for Quality Child Care  
Canadian Day Care Advocacy Association (Alberta)  
Canadian Council for Child and Youth  
Canadian Child Day Care Directors Association  
Central Alberta Day Care Directors Association  
Child Care Network  
Day Care Society of Alberta  
Early Childhood Professional Association of Alberta  
Edmonton Coalition for Quality Child Care  
Edmonton Child Care Society  
Edmonton Non Profit Directors Association  
Heritage Child Development Institute  
Kids First Parent's Association of Canada  
Lethbridge and District Private Day Care Directors Association  
Parents for Quality Child Care  
Southern Regional Day Care Directors Association  
United Child Care Association of Alberta

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Canadian National Child Care Study. (1988). *Provincial/territorial questionnaire*. Victoria, BC: Author.

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## Chapter 4

### AN OVERVIEW OF NATIONAL CHILD CARE SURVEY DATA FOR ALBERTA

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#### Introduction

As noted in the introduction of the CNCCS Provincial-Territorial series, *Canadian Child Care in Context: Perspectives from the Provinces and Territories*, parent survey data were collected in each of the provinces in the fall of 1988. The sampling methodology employed was that of the on-going Statistics Canada Labour Force Survey (LFS) which routinely collects data in each of the provinces, but not in either territory. In order to create a large enough sample in each of the provinces to make certain reliable statements regarding child care usage for the total population (population estimates) the standard monthly LFS sample was augmented with additional rotation groups to create an appropriate sample size for the purposes of the Canadian National Child Care Study (see the *CNCCS Introductory Report*, Lero, Pence, Shields, Brockman, & Goelman, 1992 for additional information on the methodology of the study).

This chapter, which is based on data collected for the Canadian National Child Care Study (CNCCS), will provide information on families and children in Alberta, with some national perspectives as well. The information is presented in three sections which approximately correspond to three CNCCS Survey analysis sites:

- I. *Family composition and characteristics* data were developed at the University of Manitoba under the direction of Dr. Lois Brockman, principal investigator, and Ms. Ronald Abraham, analyst.
- II. *Parents and work* data were developed at the University of Guelph under the direction of Dr. Donna Lero, principal investigator and project director, and Dr. Sandra Nuttall, senior data analyst.
- III. *Child care* data were developed at the University of British Columbia under the direction of Dr. Hillel Goelman, University of British Columbia, principal investigator, and Dr. Alan Pence, University of Victoria, principal investigator, and project co-director. Senior analysts at University of British Columbia were Dr. Jonathan Berkowitz and Dr. Ned Glick.

In reading the following information it should be understood that the data represent a "snapshot" of Canadian life, the experiences of one week in the lives of interviewed families. But from this one week a composite picture of Canadian families and their child care experiences can be constructed. The sample size of 24,155 interviewed families with 42,131 children 0-12 years of age is sufficiently large to generate precise population estimates for the whole of the country and for each of the provinces. The sample represents 2,724,300 families nation-wide with 4,658,500 children under the age of 13 years.

The data presented in the following sections are fundamentally of two forms: 1) numbers of families, and 2) numbers of children in those families. (Please note that in reviewing the Chapter 4 tables, numbers have been rounded and therefore totals and percentages may not reconcile.) This report uses age breakdowns similar to those utilized in the *Status of Day Care in Canada* reports (1972-present) published annually by Health and Welfare Canada: 0-17 months, 18-35 months, 3-5 years, 6-9 years, 10-12 years. A glossary of terms used in this chapter is provided in the Appendices to the volume.

The survey data presented in this chapter should be read in the social, historical and legislative context provided in the other chapters of the Alberta Report. As noted earlier, each of the three sections, while focusing primarily on provincial data, will provide a brief overview of Canadian data as well, generally at the beginning of each section.

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## I. Family Composition and Characteristics

### Family Structure and Employment Status

#### 1. Canada

In the fall of 1988 there were 2,724,300 families with children 0-12 years of age living in Canada. Of these, 2,324,800 (85.3%) were two-parent families and the remaining 399,500 (14.7%) were one-parent families. Family status figures for Canada by one and two-parent configuration, employment status, and number of children 0-12 years of age are shown in Table 4.1.

Both parents were employed in 1,341,500 (57.7%) of two-parent families, one parent was employed in 895,900 (38.5%) of these families, and neither parent was employed in 87,400 (3.8%) of the two-parent families. In one-parent families, the parent was employed in 217,900 (54.5%) of cases; the remaining 181,600 (45.5%) parents from one-parent families were not employed. (See glossary for definitions of terms used by the CNCCS).

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Table 4.1

**Family Structure and Employment Status of Parents by Number of Children 0-12 Years of Age in Canada**

	Number of Children 0-12 Years of Age in Family			
	1	2	3 or more	Total
<b>Two-parent families</b>	<b>1,007,700</b>	<b>971,300</b>	<b>345,800</b>	<b>2,324,800</b>
Both parents employed	618,100	560,200	163,200	1,341,500
One parent employed	349,300	379,100	167,600	895,900
Neither parent employed	40,300	32,100	15,000	87,400
<b>One-parent families</b>	<b>253,400</b>	<b>114,100</b>	<b>32,000</b>	<b>399,500</b>
Parent employed	149,800	56,400	11,800	217,900
Parent not employed	103,600	57,800	20,300	181,600
<b>All families</b>	<b>1,261,100</b>	<b>1,085,500</b>	<b>377,800</b>	<b>2,724,300</b>

The 2,724,300 Canadian families included 4,658,500 children 0-12 years of age. Of these children, 2,164,800 (46.5%) were 0-5 years of age and 2,493,700 (53.5%) were 6-12 years of age. A detailed description of the distribution of children in one and two-parent families, by age grouping, is shown in Table 4.2.

Of the total number of children 0-12 years of age living in Canada, during the reference week, 4,071,600 (87.4%) lived in two-parent families and 586,900 (12.6%) lived in one-parent families.

**Table 4.2**
**Number and Percentage of Children, by Age Groups, in One and Two-Parent Families in Canada**

		Two-parent families	One-parent families	Total number of children
0-17 months	No.	509,500	49,600	559,100
	%	91.1	8.9	100.0
18-35 months	No.	476,600	55,300	531,900
	%	89.6	10.4	100.0
3-5 years	No.	939,900	133,900	1,073,800
	%	87.5	12.5	100.0
6-9 years	No.	1,238,700	198,100	1,436,800
	%	86.2	13.8	100.0
10-12 years	No.	906,900	150,000	1,056,900
	%	85.8	14.2	100.0
<b>Total</b>	<b>No.</b>	<b>4,071,600</b>	<b>586,900</b>	<b>4,658,500</b>
	%	87.4	12.6	100.0

Almost half (49.5%) of children 0-12 years of age lived in families in which both parents (in a two-parent family) or the single parent (in a one-parent family) were employed either full-time or part-time. The number of children in each age group with employed parents is presented in Table 4.3. More than one third (34.1%) of children 0-17 months of age lived in families in which both parents, or the one parent (in one-parent families), were employed full-time or part-time. This percentage increased to 58.1% for children 10-12 years of age.

Table 4.3

**Number and Percentage of Children, by Age Groups, and by the Employment Status of Parents in Canada**

		Parent(s) employed full-time <sup>1</sup>	Parent(s) employed part-time <sup>1</sup>	One parent p/t and one parent f/t	One parent f/t and one parent not employed	One parent p/t and one parent not employed	Parent(s) not employed <sup>1</sup>	Total
0-17 months	No.	103,500	11,800	75,200	260,500	25,300	82,700	559,000
	%	18.5	2.1	13.5	46.6	4.5	14.8	100.0
18-35 months	No.	131,300	13,600	85,500	212,600	20,000	68,800	531,900
	%	24.7	2.6	16.1	40.0	3.8	12.9	100.0
3-5 years	No.	279,300	30,300	195,100	393,900	41,000	134,200	1,073,900
	%	26.0	2.8	18.2	36.7	3.8	12.5	100.0
6-9 years	No.	439,500	43,200	282,600	462,700	46,300	162,500	1,436,800
	%	30.6	3.0	19.7	32.2	3.2	11.3	100.0
10-12 years	No.	383,900	34,100	196,700	302,400	28,900	111,000	1,056,900
	%	36.3	3.2	18.6	28.6	2.7	10.5	100.0
<b>Total</b>	<b>No.</b>	<b>1,337,500</b>	<b>133,000</b>	<b>835,100</b>	<b>1,632,100</b>	<b>161,500</b>	<b>559,200</b>	<b>4,658,500</b>
	%	28.7	2.9	17.9	35.0	3.5	12.0	100.0

<sup>1</sup> Columns one, two and six refer to two-parent families where *both* parents fit the employment description, and to one-parent families where the single parent fits the employment description. (Columns three, four and five refer only to two-parent families).

## 2. Alberta

There were 268,800 families with children 0-12 years of age living in Alberta. Of these, 228,100 (84.8%) were two-parent families, and 40,700 (15.2%) were one-parent families.

Both parents were employed in 137,200 (60.1%) of the two-parent families, one parent was employed in 84,500 (37.1%) of the two-parent families; and neither parent was employed in 6,400 (2.8%) of two-parent families. In one-parent families, the parent was employed in 23,600 (58.0%) of cases. The remaining 17,100 (42.0%) of parents from one-parent families were not employed.

Table 4.4

**Family Structure and Employment Status of Parents by Number of Children 0-12 Years of Age in Alberta**

	Number of Children 0-12 Years of Age in Family			
	1	2	3 or more	Total
<b>Two-parent families</b>	<b>83,400</b>	<b>101,800</b>	<b>42,900</b>	<b>228,100</b>
Both parents employed	54,800	61,700	20,700	137,200
One parent employed	25,900	37,800	20,800	84,500
Neither parent employed	...	...	...	6,400
<b>One-parent families</b>	<b>23,000</b>	<b>13,000</b>	<b>4,700q</b>	<b>40,700</b>
Parent employed	14,300	7,900	...	23,600
Parent not employed	8,800	5,200q	3,100q	17,100
<b>All families</b>	<b>106,400</b>	<b>114,800</b>	<b>47,600</b>	<b>268,800</b>

Table 4.5 indicates that a higher proportion of two-parent families than one-parent families living in Alberta had two or more children 0-12 years of age. Conversely, a higher proportion of one-parent families than two-parent families had only one child 0-12 years of age. Relatively few, both one-parent (11.6%) and two-parent (18.8%) families, had three or more children 0-12 years of age.

Table 4.5

**Number of One and Two-Parent Families with Children 0-12 Years of Age In Alberta**

		Number of Children 0-12 Years of Age in Family			
		1	2	3 or more	Total
Number of two-parent families	No.	83,400	101,800	42,900	228,100
	%	36.6	44.6	18.8	100.0
Number of one-parent families	No.	23,000	13,000	4,700q	40,700
	%	56.5	31.9	11.6	100.0
<b>Total</b>	<b>No.</b>	<b>106,400</b>	<b>114,800</b>	<b>47,600</b>	<b>268,800</b>
	<b>%</b>	<b>39.6</b>	<b>42.7</b>	<b>17.7</b>	<b>100.0</b>

The 268,800 families in Alberta included a total of 492,500 children 0-12 years of age. The distribution of these children by age group and by family type is shown in Table 4.6. Of the 492,500 children 0-12 years of age, 428,300 (87.0%) lived in two-parent families and 64,200 (13.0%) lived in one-parent families. More than half, 50.8%, of children in two-parent families were 0-5 years of age. By comparison, 39.8% of children from one-parent families were 0-5 years of age.

Table 4.6

**Number and Percentage of Children, by Age Groups, in One and Two-Parent Families in Alberta**

		Two-parent families	One-parent families	Total number of children
0-17 months	No.	59,800	6,100q	65,900
	%	90.7	9.3	100.0
18-35 months	No.	53,600	4,700q	58,300
	%	91.9	8.1	100.0
3-5 years	No.	104,100	14,700	118,800
	%	87.6	12.4	100.0
6-9 years	No.	125,300	21,700	147,000
	%	85.2	14.8	100.0
10-12 years	No.	85,600	17,000	102,600
	%	83.4	16.6	100.0
<b>Total</b>	<b>No.</b>	<b>428,300</b>	<b>64,200</b>	<b>492,500</b>
	<b>%</b>	<b>87.0</b>	<b>13.0</b>	<b>100.0</b>

### Urban and Rural Families

The CNCCS Survey collected information on the location of families and children within each of the provinces. Regions of each province were described on the basis of population size and density. A rural area was defined as a territory lying outside urban centres and with populations of less than 15,000. Urban centres were classified as either "large urban centres" with populations of 100,000 or greater, or as "mid-sized urban centres" with populations ranging from 15,000 to 99,999.

A majority (54.5%) of families in Alberta with children 0-12 years of age lived in larger urban centres. Approximately one-third (34.8%) of families with children 0-12 years of age lived in rural regions, and the remaining 10.7% lived in mid-sized urban centres. Table 4.7A presents Alberta data while Table 4.7B represents comparable data on Canada.

Table 4.7A

**Number and Percentage of Families, by Numbers of Children 0-12 Years of Age in the Family, Living In Rural and Urban Alberta**

		Number of Children 0-12 Years of Age in Family			
Number of families in:		1	2	3 or more	Total
Large urban centres (100,000 and more)	No.	61,000	61,600	23,900	146,500
	%	41.7	42.0	16.3	100.0
Mid-size urban centres (15,000-99,999)	No.	12,100	12,100	4,500q	28,700
	%	42.2	42.2	15.6	100.0
Rural areas (less than 15,000)	No.	33,300	41,100	19,200	93,700
	%	35.5	44.0	20.5	100.0
<b>Total</b>	<b>No.</b>	<b>106,400</b>	<b>114,800</b>	<b>47,600</b>	<b>268,800</b>
	<b>%</b>	<b>39.6</b>	<b>42.7</b>	<b>17.7</b>	<b>100.0</b>

Table 4.7B

**Number and Percentage of Families, by Numbers of Children 0-12 Years of Age in the Family, Living In Rural and Urban Canada**

		Number of Children 0-12 Years of Age in Family			
Number of families in:		1	2	3 or more	Total
Large urban centres (100,000 and more)	No.	770,200	606,100	190,700	1,567,000
	%	49.1	38.7	12.2	100.0
Mid-size urban centres (15,000-99,999)	No.	164,300	145,600	49,000	358,900
	%	45.8	40.6	13.6	100.0
Rural areas (less than 15,000)	No.	326,500	333,800	138,100	798,400
	%	40.9	41.8	17.3	100.0
<b>Total</b>	<b>No.</b>	<b>1,261,100</b>	<b>1,085,500</b>	<b>377,800</b>	<b>2,724,300</b>
	<b>%</b>	<b>46.3</b>	<b>39.8</b>	<b>13.9</b>	<b>100.0</b>

Table 4.8 provides information on age groups living in rural and urban Alberta. The 93,700 families in rural Alberta included 179,200 children 0-12 years of age (1.9 children per family). The 28,700 families in mid-sized urban areas included 50,700 children 0-12 years of age (1.8 children per family); and in large urban centres the 146,500 families included 262,500 children 0-12 years of age (1.8 children per family).

A higher proportion of children living in rural areas of Alberta were 6-12 years than were children living in urban areas. Of the 179,200 children 0-12 years of age in rural areas, 102,200 (57.0%) were 6-12 years of age. By comparison, 24,500 (48.3%) of children 0-12 years of age in mid-sized urban areas and 122,900 (46.8%) of children in large urban centres were 6-12 years of age. Complementing this trend of higher percentages of older children living in rural areas, a higher percentage of children 0-3 years were living in urban areas. Of the 50,700 children 0-12 years of age who lived in mid-sized urban areas, 13,500 (26.6%) were 0-35 months of age, compared with 39,400 (22.0%) of the 179,200 children in rural areas. This trend was more pronounced for children 0-17 months of age. Only 18,700 (10.4%) of children in rural Alberta were 0-17 months of age, while 40,800 (15.5%) of children in large urban centres were in this age group.

**Table 4.8**

**Number of Children, by Age Groups, Living In Rural and Urban Alberta**

Ages of children		Number of Children Living in:			
		Large urban centres (100,000 and more)	Mid-size urban centres (15,000-99,999)	Rural areas (15,000 and less)	Total
0-17 months	No.	40,800	6,300q	18,700	65,800
	%	62.0	9.6	28.4	100.0
18-35 months	No.	31,200	7,200q	19,900	58,300
	%	53.6	12.3	34.1	100.0
3-5 years	No.	67,600	12,700	38,500	118,800
	%	56.9	10.7	32.4	100.0
6-9 years	No.	73,300	14,100	59,600	147,000
	%	49.9	9.6	40.5	100.0
10-12 years	No.	49,600	10,400	42,600	102,600
	%	48.4	10.1	41.5	100.0
<b>Total number of children</b>	<b>No.</b>	<b>262,500</b>	<b>50,700</b>	<b>179,300</b>	<b>492,500</b>
	<b>%</b>	<b>53.3</b>	<b>10.3</b>	<b>36.4</b>	<b>100.0</b>

### Special Needs

Tables 4.9 and 4.10 provide information on families in Alberta which included at least one child 0-12 years of age with special needs. In the CNCCS, a child with special needs was defined as a child with a long-term disability, handicap or health problem.

Of the 268,800 families with children 0-12 years of age living in Alberta, 28,600 (10.6%) included at least one child with special needs. Of these families with a special needs child, 8,700 (30.3%) had only one child, and 19,900 (69.7%) included two or more children, as compared with the overall Alberta figures of 39.6% of families with one child and 60.4% with two or more children 0-12 years of age.

**Table 4.9**

**Number of Families which Include At Least One Child 0-12 Years of Age With Special Needs in Alberta by Number of Children in the Family**

Number of children in family		Number of families with special needs child(ren)	Number of families with no special needs child(ren)	Total number of families
1 child	No.	8,700	97,700	106,400
	%	8.2	91.8	100.0
2 children	No.	13,900	100,900	114,800
	%	12.1	87.9	100.0
3 or more children	No.	6,000	41,600	47,600
	%	12.6	87.4	100.0
<b>Total</b>	No.	<b>28,600</b>	<b>240,200</b>	<b>268,800</b>
	%	10.6	89.4	100.0

A total of 31,800 children 0-12 years of age with special needs were living in Alberta. The age distribution of these children is shown in Table 4.10. These 31,800 children comprised 6.5% of the 492,500 children 0-12 years of age living in Alberta. However, the percentage of children with special needs was not constant across all age groups. For example, approximately 4.6% of children in the 3 year age span of 0-35 months of age in Alberta were described as having special needs, compared with 8.5% of children in the older 10-12 age group.

**Table 4.10**

**Number of Children 0-12 Years of Age With Special Needs In Alberta**

		Number of children with special needs	Number of children with no special needs	Total number of children
0-17 months	No.	...	63,400	65,800
	%	3.6	96.5	100.0
18-35 months	No.	3,300	55,000	58,300
	%	5.7	94.3	100.0
3-5 years	No.	7,200	111,600	118,800
	%	6.1	93.9	100.0
6-9 years	No.	10,200	136,800	147,000
	%	6.9	93.1	100.0
10-12 years	No.	8,700	93,900	102,600
	%	8.5	91.5	100.0
<b>Total number of children</b>	No.	<b>31,800</b>	<b>460,700</b>	<b>492,500</b>
	%	6.5	93.5	100.0

The second section of Chapter Four will focus on *Parents and Work* data. As with the first section, an overview of Canadian data will be presented first with provincial data following.

## II. Parents and Work

The CNCCS Survey collected information on the employment status of parents within families which included at least one child 0-12 years of age. The focus of many of the following Tables is the employment status of the parent most responsible for making the child care arrangements. In the following text the term "Interviewed Parent" (IP) is used to indicate that parent. In two-parent families, in which child care arrangements were made jointly and equally, the female parent was designated as the IP. Employment status in this section is referred to by the terms full-time and part-time employment. Full-time employment refers to a person who was employed for 30 or more hours per week, and part-time employment refers to a person who was employed for less than 30 hours per week at all jobs.

### 1. Canada

Table 4.11 provides information on the employment status of parents in families which included children 0-5 and children 6-12 years of age. Both parents were employed in 743,200 (53.4%) of the 1,391,900 two-parent families which included at least one child 0-5 years of age. By comparison, 83,900 (43.0%) of parents were employed in one-parent families which included at least one child 0-5 years of age. The percentage of families in which both parents (in two-parent families) and the parent (in one-parent families) were employed increased in families in which there were no children 0-5 years of age. In the age group 6-12 years, both parents were employed in 598,300 (64.0%) of the 932,900 two-parent families, and 134,000 (65.5%) of parents were employed in one-parent families.

**Table 4.11**

**Employment Status of Parents With and Without Children 0-5 Years of Age in Canada**

		Two Parent Families			One Parent Families		Total number of two parent and one parent families
		Both parents employed	One parent employed	Neither parent employed	Parent employed	Parent not employed	
Families with at least one child 0-5 years of age	No.	743,200	593,200	55,500	83,900	110,900	1,586,700
	%	46.8%	37.4%	3.5%	5.3%	7.0%	100.0%
Families with at least one child 6-12 years of age and with no children 0-5 years	No.	598,300	302,700	31,900	134,000	70,700	1,137,600
	%	52.6%	26.6%	2.8%	11.8%	6.2%	100.0%
<b>Total</b>	<b>No.</b>	<b>1,341,500</b>	<b>895,900</b>	<b>87,400</b>	<b>217,900</b>	<b>181,600</b>	<b>2,724,300</b>
	<b>%</b>	<b>49.2%</b>	<b>32.9%</b>	<b>3.2%</b>	<b>8.0%</b>	<b>6.7%</b>	<b>100.0%</b>

There were 2,724,300 families in Canada with children 0-12 years of age. As shown in Table 4.12, 1,168,200 (42.9%) of IP's from these families were employed full-time. A further 466,000 (17.1%) IP's were employed part-time and 1,090,200 (40.0%) IP's were not employed.

Table 4.12

**Employment Status of the Interviewed Parent With and Without Children 0-5 Years of Age In Canada**

	No.	Employment Status of IP			Total
		Full-time	Part-time	Not employed	
IP with at least one child 0-5 years of age	No.	558,200	237,100	650,100	1,445,300
	%	38.6	16.4	45.0	100.0
IP with at least one child 6-12 years of age and with no children 0-5 years of age	No.	610,000	228,900	440,100	1,279,000
	%	47.7	17.9	34.4	100.0
<b>Total</b>	<b>No.</b>	<b>1,168,200</b>	<b>466,000</b>	<b>1,090,200</b>	<b>2,724,300</b>
	<b>%</b>	<b>42.9</b>	<b>17.1</b>	<b>40.0</b>	<b>100.0</b>

Of the 4,658,500 children 0-12 years of age in Canada, 1,841,300 (39.5%) lived in families in which the IP was employed full-time. A further 839,000 (18.0%) of children lived in families in which the IP was employed part-time. A total of 1,978,200 children (42.5%) lived in families in which the IP was not employed.

There were 2,164,400 children 0-5 years of age in Canada. Of these, 1,138,100 (52.6%) lived in families in which the IP was employed either full-time (35.5%) or part-time (17.1%). By comparison, of the 2,493,700 children 6-12 years of age, 1,542,100 (61.8%) lived in families in which the IP was employed either full-time (43.0%) or part-time (18.8%).

Table 4.13

**Number of Children by Age and the Employment Status of the Interviewed Parent in Canada**

	No.	Employment Status of IP			Total
		Full-time	Part-time	Not employed	
0-17 months	No.	195,000	81,500	282,500	559,000
	%	34.9	14.6	50.5	100.0
18-35 months	No.	186,000	90,500	255,400	531,900
	%	35.0	17.0	48.0	100.0
3-5 years	No.	388,200	196,900	488,700	1,073,900
	%	36.2	18.3	45.5	100.0
6-9 years	No.	586,300	275,100	575,400	1,436,800
	%	40.8	19.1	40.0	100.0
10-12 years	No.	485,800	194,900	376,200	1,056,900
	%	46.0	18.4	35.6	100.0
<b>Total</b>	<b>No.</b>	<b>1,841,300</b>	<b>839,000</b>	<b>1,978,200</b>	<b>4,658,500</b>
	<b>%</b>	<b>39.5</b>	<b>18.0</b>	<b>42.5</b>	<b>100.0</b>

## 2. Alberta

Table 4.14 provides information on the employment status of parents in families which included a youngest child 0-5 years of age and a youngest child 6-12 years of age. Both parents were employed in 79,700 (53.6%) of the 148,800 two-parent families which included at least one child 0-5 years of age. By comparison, 9,400 (45.9%) of parents were employed in one-parent families which included at least one child 0-5 years of age. The percentage of families in which both parents (in two-parent families) and the parent (in one-parent families) were employed, increased in families in which there were no children 0-5 years of age. In the age group 6-12 years, both parents were employed in 57,400 (72.4%) of the 79,300 two-parent families and 14,300 (70.4%) of parents were employed in one-parent families.

**Table 4.14**

**Employment Status of Parents With and Without Children 0-5 Years of Age in Alberta**

	No.	Two Parent Families			One Parent Families		Total number of two parent and one parent families
		Both parents employed	One parent employed	Neither parent employed	Parent employed	Parent not employed	
Family with at least one child 0-5 years of age	No.	79,700	64,400	4,700q	9,400	11,100	169,200
	%	47.1	38.0	2.8	5.5	6.5	100.0
Family with at least one child 6-12 years of age and with no children 0-5 years of age	No.	57,400	20,200	...	14,300	6,000	99,600
	%	57.7	20.3	...	14.3	6.1	100.0
Total	No.	137,200	84,500	6,400	23,600	17,100	268,800
	%	51.0	31.4	2.4	8.8	6.4	100.0

The employment status of the Interviewed Parent (IP) in families in Alberta with children 0-12 years of age, is shown in Table 4.15. Of the total of 268,800 families with children 0-12 years of age in Alberta, 114,400 (42.6%) of IPs were employed full-time, 53,200 (19.8%) were employed part-time, and 101,200 (37.6%) were not employed.

Of the 169,200 families in Alberta with at least one child 0-5 years of age, 62,100 (36.7%) of the IPs were employed full-time and 32,200 (19.0%) were employed part-time. The remainder 74,900 (44.3%) IPs with children 0-5 years of age were not employed.

The percentage of IPs who were employed full-time and part-time was higher in families in which there were no children 0-5 years of age. Complementing this, a higher percentage of IPs were not employed in families in which there were children 0-5 years of age.

Table 4.15

**Employment Status of the Interviewed Parent With and Without Children 0-5 Years of Age In Alberta**

Number of families	Employment Status of IP				Total
	Full-time	part-time	Not Employed		
IP with at least one child 0-5 years of age	No.	62,100	32,200	74,900	169,200
	%	36.7	19.0	44.3	100.0
IP with at least one child 6-12 years of age and with no children 0-5 years of age	No.	52,300	21,000	26,200	99,600
	%	52.5	21.1	26.4	100.0
<b>Total</b>	<b>No.</b>	<b>114,400</b>	<b>53,200</b>	<b>101,100</b>	<b>268,800</b>
	%	42.6	19.8	37.6	100.0

Table 4.16 indicates the number and the ages of children by the employment status of the IP. Of the 492,500 children 0-12 years of age in Alberta, 188,700 (38.3%) lived in families in which the IP was employed full-time and 104,600 (21.3%) lived in families in which the IP was employed part-time. A further 199,200 (40.4%) lived in families in which the IP was not employed.

There were 124,100 children 0-35 months in Alberta. Of these, 61,400 (49.5%) lived in families in which the IP was employed either full-time (33.8%) or part-time (15.7%). By comparison, of the 102,600 children 10-12 years of age in Alberta, 73,000 (71.2%) lived in families in which the IP was employed either full-time (50.1%) or part-time (21.1%)

Table 4.16

**Number of Children by Age Groups and the Employment Status of the Interviewed Parent in Alberta**

	Employment Status of IP				Total
	Full-time	Part-time	Not employed		
0-17 months	No.	22,100	8,900	34,800	65,800
	%	33.6	13.5	52.9	100.0
18-35 months	No.	19,800	10,600	27,900	58,300
	%	34.0	18.2	47.8	100.0
3-5 years	No.	39,300	26,400	53,100	118,800
	%	33.1	22.2	44.7	100.0
6-9 years	No.	56,100	37,100	53,700	146,900
	%	38.2	25.3	36.6	100.0
10-12 years	No.	51,400	21,600	29,600	102,600
	%	50.1	21.1	28.8	100.0
<b>Total</b>	<b>No.</b>	<b>188,700</b>	<b>104,600</b>	<b>199,200</b>	<b>492,500</b>
	%	38.3	21.3	40.4	100.0

### Family Income

The income received by the Interviewed Parent and spouse or partner in two-parent families in 1987 is indicated in Table 4.17A (Alberta) and Table 4.17B (Canada). The combined parental incomes reported in these tables include gross income from wages and salaries, net income from self-employment, transfer payments (such as UIC and Family Allowance), and other income sources (such as scholarships, and private pensions).

**Table 4.17A**

**Distribution of Families in Alberta Across Selected Income Ranges Based on 1987 Combined Parental Income**

Combined Parental Income	Number and Percentage of Families		Cumulative Percentage
	No.	%	
Less than \$20,000	57,300	21.3	21.3
\$20,001-\$30,000	39,700	14.8	36.1
\$30,001-\$40,000	51,500	19.2	55.3
\$40,001-\$50,000	46,800	17.4	72.7
\$50,001-\$60,000	32,400	12.1	84.8
More than \$60,000	41,100	15.3	100.0
Total	268,800	100.0	

**Table 4.17B**

**Distribution of Families in Canada Across Selected Income Ranges Based on 1987 Combined Parental Income**

Combined Parental Income	Number and Percentage of Families		Cumulative Percentage
	No.	%	
Less than \$20,000	570,100	20.9	20.9
\$20,001-\$30,000	426,000	15.6	36.5
\$30,001-\$40,000	544,000	20.0	56.5
\$40,001-\$50,000	455,400	16.7	73.2
\$50,001-\$60,000	313,600	11.5	84.7
More than \$60,000	415,200	15.2	99.9
Total	2,724,300	100.0	

### III. Child Care Arrangements

The third and final section of this chapter will focus on child care arrangements used for two different purposes: (1.) subsection A will present data regarding various forms of care used during the reference week for more than one hour, regardless of the reason the care was used; and (2.) subsection B will present data on the form of care used for the greatest number of hours during that week and used solely for the purpose of child care while the IP was working or studying (in the CNCCS this is termed "primary care while the IP was working or studying"). Within subsection A ("all care used for more than one hour regardless of purpose") the following data will be presented:

1. total number of children using various care arrangements;
2. number of paid and unpaid child care arrangements; and
3. average number of hours children spent in various care arrangements.

Following the three aspects of "all care regardless of purpose", subsection B will focus on "primary care arrangements used while the IP was working or studying".

Canadian and Alberta data and one and two-parent perspectives will be considered in the following section. In reviewing the following data please bear in mind that school is excluded as a caregiving arrangement in this analysis.

**A. All Care Used, Regardless of Purpose, For More Than One Hour During the Reference Week**

**Number of Child Care Arrangements**

**1. Canada**

Of the 4,658,500 children 0-12 years of age in Canada, 1,578,500 (33.9%) reported no supplemental (i.e. non-IP) child care arrangements (see glossary reference for supplemental care). Of those participating in supplemental child care, 1,770,000 (38.0%) were involved in only one child care arrangement and 1,310,000 (28.1%) were involved in two or more child care arrangements.

Table 4.18

**Number of Child Care Arrangements (Excluding School) For All Children 0-12 Years of Age in Canada<sup>1</sup>**

		Care by IP Only-No supplemental care reported	Number of Supplemental Care Arrangements		
			1	2 or more	Total
0-17 months	No.	218,900	227,000	113,100	559,000
	%	39.2	40.6	20.2	100.0
18-35 months	No.	156,600	223,200	152,100	531,900
	%	29.4	42.0	28.6	100.0
3-5 years	No.	173,900	419,500	480,400	1,073,800
	%	16.2	39.1	44.7	100.0
6-9 years	No.	590,100	515,900	330,900	1,436,900
	%	41.1	35.9	23.0	100.0
10-12 years	No.	439,000	384,400	233,500	1,056,900
	%	41.5	36.4	22.1	100.0
<b>Total</b>	<b>No.</b>	<b>1,578,500</b>	<b>1,770,000</b>	<b>1,310,000</b>	<b>4,658,500</b>
	<b>%</b>	<b>33.9</b>	<b>38.0</b>	<b>28.1</b>	<b>100.0</b>

<sup>1</sup> Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

**2. Alberta**

Of the 492,500 children 0-12 years of age in Alberta, 154,500 (31.4%) had no reported supplemental child care arrangements, and 338,000 (68.6%) were involved in one or more child care arrangements.

For Alberta children 6-12 years of age, 156,500 (62.7%) were in one or more child care arrangements (excluding school). Of these, 68,800 (43.9%) had two or more arrangements.

For children 0-5 years of age, 61,300 (25.2%) had no reported supplemental care. Of the 181,600 children 0-5 years of age who were in one or more supplemental child care arrangements, 88,800 (48.9%) were in two or more arrangements during the reference week.

Children 0-17 months of age had the lowest proportion of multiple care arrangements compared to the other age groups (see Table 19). Of the 65,800 children in this age group, 13,900 (21.1%) were in more than one child care arrangement. By comparison, 19,100 (32.9%) children 18-35 months of age and 55,800 (46.9%) children 3-5 years of age were in more than one child care arrangement.

Children 0-17 months of age had the highest percentage of no supplemental care reported, and the highest percentage of only one supplemental child care arrangement. There were 25,900 (39.3%) children 0-17 months of age who reported no supplemental child care. By comparison 17,400 (29.9%) children 18-35 months of age, and 18,000 (15.2%) children 3-5 years reported no supplemental care. Of the children 0-17 months of age in Alberta, 26,100 (39.6%) children were in only one reported supplemental child care arrangement. This was slightly higher than the percentage of children in other age groups who were involved in only one reported supplemental child care arrangement.

Children 3-5 years of age in Alberta participated in supplemental care arrangements to a much greater degree than did children in any other age group. A majority (84.8%) of children in this age group were involved in at least one supplemental care arrangement, compared with 60.7% of children 0-17 months of age, 70.1% of children 18-35 months of age, 61.7% of children 6-9 years of age, and 64.1% of children 10-12 years of age. More than a third (37.9%) of children 3-5 years of age were in one form of supplemental child care, and 46.9% were involved in two or more care arrangements.

**Table 4.19**

**Number of Child Care Arrangements (Excluding School) For All Children 0-12 Years of Age in Alberta<sup>1</sup>**

		Number of Supplemental Care Arrangements			
		No supplemental care reported	1	2 or more	Total
0-17 months	No.	25,900	26,100	13,900	65,800
	%	39.3	39.6	21.1	100.0
18-35 months	No.	17,400	21,700	19,100	58,300
	%	29.9	37.2	32.9	100.0
3-5 years	No.	18,000	45,000	55,800	118,800
	%	15.2	37.9	46.9	100.0
6-9 years	No.	56,300	52,100	38,600	147,000
	%	38.3	35.4	26.3	100.0
10-12 years	No.	36,900	35,500	30,200	102,600
	%	35.9	34.6	29.5	100.0
Total	No.	154,500	180,300	157,700	492,500
	%	31.4	36.6	32.0	100.0

<sup>1</sup> Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

### Paid and Unpaid Child Care Arrangements

Child care arrangements for children did not always involve payment. While 338,000 Alberta children (68.6%) were in one or more supplemental child care arrangements in the reference week (see Table 4.19), Table 4.20 indicates that only 142,200 (42.0%) of those arrangements were paid arrangements. Of these children in paid arrangements, only 17,200 (12.1%) were involved in more than one paid arrangement.

A smaller percentage of children 6-12 years of age were reported to be involved in paid care arrangements than were children 0-5 years of age. Only 6.9% of children 10-12 years of age and 21.6% of children 6-9 years of age were reported in paid care arrangements.

By contrast children 0-5 years of age had higher percentages of reported paid child care arrangements. Almost half (48.7%) of 3-5 year old children, 41.9% of 18-35 month old children, and 32.0% of 0-17 month old children were involved in paid child care arrangements.

Table 4.20

**Number of Paid Child Care Arrangements for All Children 0-12 Years of Age in Alberta<sup>1</sup>**

Number of Paid Child Care Arrangements					
		No paid arrangements	1	2 or more	Total
0-17 months	No.	44,800	19,800	...	65,800
	%	68.0	30.1	...	100.0
18-35 months	No.	33,900	21,200	...	58,300
	%	58.1	36.3	...	100.0
3-5 years	No.	60,900	47,500	10,400	118,800
	%	51.3	40.0	8.7	100.0
6-9 years	No.	115,300	29,800	...	147,000
	%	78.4	20.2	...	100.0
10-12 years	No.	95,500	6,800q	...	102,600
	%	93.1	6.6	...	100.0
<b>Total</b>		<b>350,300</b>	<b>125,000</b>	<b>17,200</b>	<b>492,500</b>
		<b>%</b>	<b>71.1</b>	<b>25.4</b>	<b>3.5</b>
1 Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care					

### Hours in Child Care

#### 1. Canada

There were 4,658,500 children 0-12 years of age living in Canada in 1988. Of these, 3,079,900 (66.1%) were involved in at least one child care arrangement in addition to the care provided by the IP. Excluding those children who received no supplemental care and excluding the time that children spent in formal schooling those 3,079,000 children used at least one supplemental child care arrangement for an average of 22.0 hours during the reference week.

For those children 0-12 years of age who used at least one supplemental child care arrangement, 1,378,300 (44.8%) were in paid child care arrangements for an average of 20.3 hours per week.

An examination by age groups reveals that children between 18-35 months of age spent the most time in supplemental child care, with an average of 29.7 hours per week. Those who were in paid arrangements averaged 27.4 hours in paid care. Children 3-5 years of age, averaged 28.1 hours per week in care, and those children in paid care averaged 22.5 hours per week. Children 0-17 months of age averaged 26.0 hours per week in care arrangements, and those in paid care also averaged 26.0 hours per week.

School age children spent less time in care arrangements, both in paid and non-paid care. Excluding time spent in school, children 6-9 years of age averaged 15.4 hours per week in care with those in paid arrangements averaging 11.7 hours per week in paid care. Similarly, children 10-12 years of age averaged 14.7 hours per week in care, with those in paid care arrangements averaging 11.8 hours per week.

**Table 4.21**

**Number and Ages of Children and the Average Number of Hours of Care for All Children 0-12 Years of Age in Canada<sup>1</sup>**

	Number of children in supplemental care/average hours	Number of children in paid care/average hours
0-17 months	340,100 26.0 hours/week	178,400 26.0 hours/week
18-35 months	375,300 29.7 hours/week	237,000 27.4 hours/week
3-5 years	899,900 28.1 hours/week	513,900 22.5 hours/week
6-9 years	846,700 15.4 hours/week	352,600 11.7 hours/week
10-12 years	617,900 14.7 hours/week	96,400 11.8 hours/week
<b>Total/Average</b>	<b>3,079,900 22 hours/week</b>	<b>1,378,300 20.3 hours/week</b>

<sup>1</sup> Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

## 2. Alberta

Of the 492,500 children 0-12 years of age living in Alberta, 338,000 (68.6%) were involved in at least one supplemental child care arrangement in addition to the care provided by the IP. Excluding those children who reported no supplemental care and excluding the time that children spent in formal schooling, these children averaged 22 hours per week in care. As indicated on Table 4.22, a total of 142,200 (42.0%) of these children 0-12 years of age spent an average of 19 hours per week in paid care arrangements.

Children 0-5 years of age in Alberta spent more time in child care arrangements than children 6-12 years of age. Children 18-35 months of age spent the most time in care. These children averaged 28.5 hours per week in care arrangements and those in paid arrangements averaged 24.5 hours per week in

paid supplemental care. Children 3-5 years of age averaged 27.1 hours per week in care, with those in paid care averaging 20 hours per week in paid supplemental care. Children 0-17 months of age were in care arrangements for an average of 25.7 hours per week. Those in paid care averaged 24.3 hours per week.

Children 6-12 years of age spent less time in supplemental care. Excluding time spent in formal school, children 6-9 years of age averaged 15.4 hours per week in care and those in paid care averaged 10.5 hours per week. Children 10-12 years of age averaged 17.2 hours per week in supplemental child care arrangements. Those in paid care averaged 12.3 hours per week.

**Table 4.22**

**Number and Ages of Children and the Average Number of Hours of Care for All Children 0-12 Years of Age in Alberta<sup>1</sup>**

	Number of children in supplemental care/average hours	Number of children in paid care/average hours
0-17 months	40,000 25.7 hours/week	21,000 24.3 hours/week
18-35 months	40,900 28.5 hours/week	24,400 24.5 hours/week
3-5 years	100,800 27.1 hours/week	57,900 20.0 hours/week
6-9 years	90,700 15.4 hours/week	31,700 10.5 hours/week
10-12 years	65,700 17.2 hours/week	7,100q 12.3 hours/week
<b>Total/Average</b>	<b>338,000 22 hours/week</b>	<b>142,200 19 hours/week</b>

<sup>1</sup> Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

## B. Primary Care Arrangements (Excluding School) Used While IP was Working or Studying

The previous discussions of "Child Care Arrangements" have examined a variety of characteristics of child care used regardless of purpose for more than one hour during the reference week. This part (Part B) of the child care section of Chapter 4 focuses on and provides data only on the one type of care (excluding school) in which a child participated for the greatest number of hours during the reference week while the IP was working or studying. That "greatest number of hours" form of care is termed "primary care" in the CNCCS.

### 1. Canada

A total of 2,612,900 Canadian children 0-12 use a primary caregiving arrangement (excluding school) while their parents work or study. This figure is 56.1% of the total number of children included in the Canadian National Child Care Study. Table 4.23 indicates the number and the percentage of children who use, as a primary care arrangement, fourteen different types of care (a fifteenth category of "no arrangement identified" is also included).

**Table 4.23**
**Primary Care Arrangements (Excluding School) Used While IP was Working or Studying, For Canada**

Primary Care Type	Child Age									
	0-17 Months		18-35 Months		3-5 Years		6-9 Years		10-12 Years	
	No.	%	No.	%	No.	%	No.	%	No.	%
1. IP at work	22,400	10.0	30,100	11.2	61,000	10.7	69,400	8.0	48,700	7.1
2. Spouse at home	44,800	20.0	42,000	15.6	100,000	17.5	212,000	24.6	179,900	26.2
3. Spouse at work	...	...	...	...	...	...	11,300	1.3	8,900q	1.3
4. Older sibling	...	...	...	...	...	...	59,300	6.9	83,400	12.1
5. Self-care	—	—	—	—	...	...	45,800	5.3	139,500	20.3
6. Relative in the child's home	23,300	10.4	20,200	7.5	42,900	7.5	50,900	5.9	27,000	3.9
7. Relative not in the child's home	31,800	14.3	31,900	11.8	47,000	8.3	56,000	6.5	29,200	4.2
8. Non-relative in the child's home	20,800	9.3	28,400	10.5	45,700	8.0	51,900	6.0	17,700	2.6
9. Non-relative not in the child's home (not licensed)	58,800	26.3	67,600	25.1	106,900	18.7	110,000	12.7	31,300	4.6
10. Non-relative not in the child's home (licensed)	...	...	7,200q	2.7	9,400q	1.7	6,700q	0.8	...	...
11. Nursery	—	—	...	...	15,800	2.8	...	...	—	—
12. Kindergarten	...	...	...	...	34,000	6.0	...	...	—	—
13. Day Care Centre	12,000	5.4	33,700	12.5	79,400	13.9	13,400	1.6	—	—
14. Before/After School	—	—	—	—	6,400q	1.1	40,500	4.7	7,100q	1.0
15. No Arrangement Identified	...	...	...	...	13,600	2.4	134,900	15.6	113,100	16.5
Total	223,300	100.0	269,600	100.0	570,200	100.0	862,600	100.0	687,200	100.0

The data provided in Table 4.23 give the most detailed picture of child care use to be developed in any national study. Typically only six or seven categories of care are identified in most national studies, and often the age categories are much broader than those provided here. Table 4.23 provides an insight into detailed and complex care use patterns.

One of the first characteristics that emerges from Table 4.23 is the relationship between age of child and type of care. Depending on child-age, certain types of care are not used at all (or in numbers too low to be reported) or they are used by very large numbers of children. To take a fairly obvious example, while nurseries and kindergartens are relatively important forms of care for 3-5 year olds, their use outside of this age group is zero or minimal. To take another example, while Before and After School Care Programs provide care for approximately 5% of 6-9 year olds, such care is used by only 1% of 10-12 year olds.

On the other hand, certain other forms of care are used by a fairly consistent percentage of children regardless of age group. Care by a "spouse in the home" is one of the least variable forms of care across all age groups, with a range from 15.6% for 18-35 month olds to 26.2% for 10-12 year olds.

Table 4.23 also identifies the most significant forms of care for each age group across the country. For children 0-17 months and 18-35 months of age, unlicensed family day care by a non-relative is the most frequently used care-type with approximately one-fourth of all children in each of those age groups in that form of care. For 3-5 year olds a broader distribution of children across a variety of care types is more in evidence with unlicensed family day care (18.7%), spouse in the home (17.5%), day care centres (13.9%), and IP at work (10.7%) each accounting for more than 10% of this age group's caregiving needs.

The overwhelming majority of children 6-12 are in school while the IP works or studies. School, however, has been excluded from Table 4.23 in order to focus on other major forms of caregiving for school-age children. The pattern for 6-9 year olds is quite different from 10-12 year olds. While the most used form of care for both groups is "spouse at home" (6-9 years = 24.6% and 10-12 years = 26.2%), that care-type is closely followed by "child in own care" (self-care) for 10-12 year olds (20.3%), while unlicensed family day care is the second most frequently reported form of care for 6-9 year olds (12.7%). It should also be noted that "no arrangement identified" represents a significant percentage of children in both school-age groups.

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## 2. Alberta

The pattern of primary care use, while the IP works or studies, varies from province to province. Insofar as provincial numbers are much lower than national numbers and since numbers that are too low are not reportable, it is necessary to combine age groups when presenting provincial figures. The provincial tables will present data for three age groups: 0-35 months, 3-5 years, and 6-12 years. In addition, in order to maximize the number of reportable care arrangements, it is necessary to combine two arrangements into one category in a number of cases. Thus, in Table 4.24, nine composite categories are created that contain the fourteen primary care types identified in Table 4.23. The relationship of composite categories I-IX to the 15 forms of care is noted in the key to Table 4.24 located at the bottom of the Table.

Of the 492,500 children living in Alberta, 289,800 (58.9%) used a primary care arrangement while the IP worked or studied. As was noted earlier in the national section, the pattern of use is variable by age group.

There were 54,500 children 0-35 months of age in Alberta who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: licensed/unlicensed family day care (24.8%) and the IP's spouse at home or work (20.2%).

There were 65,600 children 3-5 years of age in Alberta who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: the IP's spouse at home or work (20.9%) and regulated group care (18.7%).

There were 169,700 children 6-12 years of age in Alberta who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: the IP's spouse at home or work (27.8%) and self or sibling care (22.9%).

**Table 4.24**
**Categories of Primary Care Arrangements (Excluding School) Used While IP was Working or Studying for Alberta**

Care Category	Child Age					
	0-35 Months		3-5 Years		6-12 Years	
	No.	%	No.	%	No.	%
I. IP at Work	7,700q	14.1	11,900	17.0	18,700	11.0
II. Spouse at Home/Work	11,000	20.2	13,700	20.9	47,200	27.8
III. Self/Sibling	...	0.4	...	0.5	38,800q	22.9
IV. Relative in/out of Child's Home	9,900q	18.1	7,900q	12.0	12,600	7.4
V. Non-Relative/Child's Home	3,500q	6.5	...	...	...	...
VI. Family Day Care (Licensed/Unlicensed)	13,500	24.8	10,200	15.6	13,300	7.8
VII. Nursery/Kindergarten	...	...	5,200q	7.8	...	...
VIII. Regulated Group Care	8,100q	14.8	12,300	18.7	5,300q	3.1
IX. No Arrangement	...	...	...	...	29,700	17.5
<b>Total</b>	<b>54,500</b>	<b>100.0</b>	<b>65,600</b>	<b>100.0</b>	<b>169,700</b>	<b>100.0</b>

**Legend**

I: Care by IP at work (1)	V: Care by Non-relative in child's home (8)
II: Care by Spouse at home (2)	VI: Unlicensed family day care (9)
Care by Spouse at work (3)	Licensed family day care (10)
III: Care by Sibling (4)	VII: Nursery School (11)
Care by Self (5)	Kindergarten (12)
IV: Care by Relative in child's home (6)	VIII: Day Care Centre (13)
Care by Relative not in child's home (7)	Before/After School Care (14)

In seeking to understand the provision and use of child care in Canada, or in any of the provinces or territories, it is important to realize that there are many different ways of presenting and understanding child care data. As this chapter has noted, child care can be used for a variety of purposes. Some care is work or study related and some is not; each yields a different profile of care use. Even within a common frame of reason for using care the predominate forms of care used shift greatly depending upon factors such as: age of child; family structure (one or two-parent families for example); care forms typically used for more than or less than 20 hours a week; and numerous other factors.

The CNCCS data base is both complex and large. This chapter on CNCCS Survey data for Alberta represents an introduction to the study. More detailed information on Alberta and on Canada as a whole can be found in other reports from the Canadian National Child Care Study (CNCCS).



## Chapter 5

### ADDENDUM: CHILD CARE IN ALBERTA, 1988-1990

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A number of important changes have occurred in the child care field in Alberta since 1988. The most significant of these involve changes to the funding and regulation of centre-based care (Alberta, 1990, July) and to the approved family day home program (Alberta, 1989, November). Several non-government initiatives have assisted with professional growth within the field.

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#### Family Day Home Program

In November 1989, the Government of Alberta issued a revised *Family Day Home Program Manual* (Alberta, 1989, November) which described the requirements for the administration and operation of family day home services. A number of changes were introduced at this time. One important change involved an increase in the number of children permitted in each family day home from three children under 6 years of age to six children under 10 years of age. In addition, the monthly administration allowances were increased from \$84 to \$103 per child aged 0 to 35 months and from \$52.50 to \$65 per child aged 3 to 5 years. The administration allowance is paid by the provincial government to those administrative agencies with which it contracts in order to provide family day home care. The agency receives the money for each child that is placed in an agency-approved family day home during the previous month. The allowance is paid to offset agency administration costs incurred in the recruitment and supervision of family day home providers.

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#### Centre-Based Care

Changes to centre-based care were introduced in the Speech from the Throne (Hunley, 1989, February 17), in which the provincial government announced its intention "to ensure quality child care ... (and to) introduce training requirements for all staff working in day care centres. These requirements will be phased in over a three year period and will include basic training in early childhood development" (p. 9).

One year later the minister of Family and Social Services issued a White Paper on reforms to Alberta's day care centre program (Alberta, 1990, March). The White Paper described the government's intentions and outlined proposals for reforms in the areas of funding, staff/child ratios, and staff training.

The White Paper received a mixed reaction. Proposed increases in subsidy levels were viewed positively, but concern was expressed that the corresponding reduction in operating allowance payments would have a negative impact on child care fees and on staff salaries and working conditions. A proposal to introduce training standards for all centre staff received a similar response. While some people expressed concern regarding the adequacy of the proposed training standards, others questioned the necessity for introducing any training

standards. Possibly the most contentious proposal involved an increase in staff/child ratios from one adult for every three infants to one adult for every four infants.

The proposals were modified partly as a result of 2,400 letters and telephone calls and partly as a result of comments made by the 5,000 participants who attended meetings with government officials.

In July 1990, the final changes to the structure of government funding and to regulated standards were described in a document entitled "Alberta Day Care Reforms" (Alberta, 1990, July). According to this document, the following changes in funding policy were scheduled to take effect on November 1, 1990.

1. The majority of the funds for operating allowances will be redirected to the child care subsidy program. This will occur over 3.5 years, until a flat monthly rate of \$50 per enroled child remains.
2. The freeze on operating allowances for new day care spaces which has existed since November 1986 will be lifted effective November 1, 1990. New child day care centre spaces will be funded at the monthly rate of \$50 per enroled child.
3. All of the funds redirected from the operating allowance program will be allocated to the child care subsidy program over the time period November 1, 1990 to July 1, 1994.
4. By 1994, more families will be eligible for full and partially subsidized child care.
5. The income level eligible for subsidies will increase. Families with earnings of up to \$48,000 may be eligible for partial subsidy depending on family size, income, and the ages of children in care.

The following licensing reforms were also scheduled to take effect on November 1, 1990.

1. By September 1, 1995, all day care centre directors will be required to have early childhood development training which is at least equivalent to the 2-year diploma offered by Alberta's community colleges. The following exceptions to this standard will be allowed.
  - Directors who have a one-year certificate in Early Childhood Development (ECD) and five years experience as of November 1, 1990 will be able to receive certification.
  - Directors with five years experience as of November 1, 1990 will be required to complete a one-year certificate program by September 1, 1993.
  - Directors without five years experience as of November 1, 1990 will be required to obtain a one-year certificate by September 1993 and a diploma by September 1995.
2. By September 1, 1992, one in six child caregivers in each centre will have a qualification equivalent to a one-year ECD certificate offered in Alberta community colleges. This ratio will increase to 1:5 by September 1994 and to 1:4 by September 1995.

3. All centre caregivers who have not met the requirement for a 1-year ECD certificate or equivalent will be required to complete a 50-hour orientation course or equivalent.
4. Child/staff ratios and group sizes will be increased effective November 1, 1990 to "assist day care operators and parents in adjusting to its operating allowance program reforms" (p. 15).

	New Child/Staff ratios	New group sizes
● 0-12 months	1:3	2:6
● 13-18 months	1:4	2:8
● 19-35 months	1:6	2:12
● 3-4 years	1:8	2:16
● 4-5 years	1:10	2:20

5. A new child/staff ratio policy for drop-in centres allows operators of such programs to choose from one of two options.
  - Drop-in services may be licensed under day care standards requirements and receive operating allowance payments.
  - Drop-in services may operate as licensed drop-in centres with permission to enrol children for a maximum of 40 hours per month under increased child/staff ratios:
 

● 0-18 months	1:5
● 19-35 months	1:8
● 3-4 years	1:12
● +5 years	1:15

Operators who choose this option are not eligible to receive operating allowance payments.

These changes in funding policy and regulations were incorporated into existing legislation and came into force December 1, 1990 (*Alberta, Social Care Facilities Licensing Act: Day Care Regulation, 1990*).

## Non-Government Initiatives

There have been several non-government initiatives in the province since 1988. The formation of a network of private and public child care associations with an objective to lobby for improved child care services provided a direct voice for child care through a numbers of meetings with the Minister of Social Services. Community college early childhood programs introduced post-diploma programs in day care administration and early intervention, and created an alternative training program for school-age care. Alberta Association for Young Children introduced a pre-conference research day as a part of its annual conference and this led to the formation of an informal association of child care researchers. The Early Childhood Professional Association of Alberta (ECPAA) continued to grow and initiated annual conferences separate from those sponsored by the AAYC. Following the introduction of new child day care regulations (Alberta, 1990, July), Community college programs, together with members of the Day Care Branch of Alberta Family and Social Services, have developed the curriculum for a 50 hour orientation course. The implementation of this curriculum is scheduled to begin in the Spring of 1991.

## Wages and Working Conditions

A report on the wages and working conditions of centre child care staff (LaGrange and Read, 1990) indicated an average wage of \$7.44 per hour for all staff. Caregivers earned an average of \$6.79 per hour (\$13,580 per year) and directors \$10.76 per hour (\$21,250 per year). The same study reported that child caregivers received 2.8 work benefits and centre directors received 6.2 benefits. Apart from benefits which are required by law, the benefits most commonly received were:

● paid sick leave	49%
● professional development funds	48%
● dental plan	45%
● long term disability	32%
● health care	30%

Two studies have reported on the incomes and working conditions of approved family day home providers (Alberta. Social Services, 1987; Read and LaGrange, 1990). Alberta Social Services (1987) reported that 51% of providers earned less than \$500 per month and only 1% earned more than \$1,000 per month. Read and LaGrange (1990) reported average incomes of \$3.90 per hour, with a range of from \$1.40 to \$11.40 per hour.

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## Chapter 6

### A BIBLIOGRAPHY OF CHILD CARE IN ALBERTA

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# **CANADIAN NATIONAL CHILD CARE STUDY**

## **CANADIAN CHILD CARE IN CONTEXT: PERSPECTIVES FROM THE PROVINCES AND TERRITORIES**

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This component of the Canadian National Child Care Study is a cooperative research project among members of the National Day Care Research Network, Statistics Canada, the Department of Health and Welfare Canada, and members of the twelve provincial and territorial report teams who participated in the development of *Canadian Child Care in Context: Perspectives from the Provinces and Territories*. Primary funding was provided by the Child Care Initiatives Fund, Department of Health and Welfare Canada; supplemental funds were provided by the Social Sciences and Humanities Research Council of Canada, and the Provinces of Ontario and New Brunswick.

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## Legend

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...	Amount too small to be expressed
--	Figures not available
—	Nil or zero
q	Estimate is subject to high sampling variability and should be used with caution
N/A	Information not available or not applicable
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Note:	Due to rounding discrepancies may appear between totals and data presented in table form.



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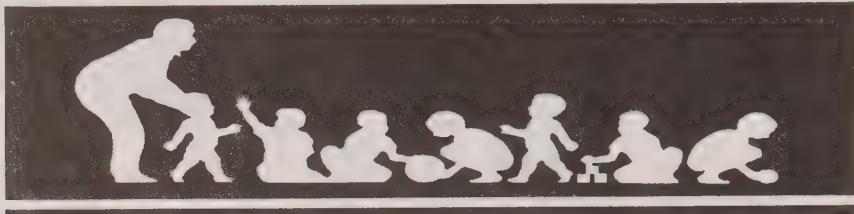
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## Chapter 1

### A SOCIO-GEOGRAPHIC OVERVIEW OF SASKATCHEWAN

The province of Saskatchewan was created in 1905 by an act of the Canadian Parliament. It is bounded by the Northwest Territories and the U.S.A. on the north and south, and on the east and west by Manitoba and Alberta. These two provinces and Saskatchewan are often referred to as "the prairie provinces." With a land area of approximately 570,113 km<sup>2</sup>, Saskatchewan is Canada's fifth largest province and is similar in size to the other prairie provinces.

Saskatchewan is a huge block of land with a relatively small population of only 1,011,200 or approximately 4% of Canada's total, according to the 1986 census. It ranks sixth among the Canadian provinces in population size, exceeding only the maritime provinces and the northern territories. The sparseness of Saskatchewan's population is indicated by a density of 1.8 km<sup>2</sup> as against a national average of 2.8 km<sup>2</sup>.

Although Saskatchewan has traditionally been considered a rural province, farms are being consolidated into larger units, and more people are living in urban centres. By 1986 the proportion of population considered urban was roughly 60%, compared to 20% in the 1930s. More than half of this urban population lives in the two major cities--Saskatoon and the capital, Regina. There are 12 cities in the province, all located south of its geographic centre.

**Table 1.1**

**Number of Census Farms by Size for Saskatchewan, 1976-1986**

Size of Farms (acres)	1976	Census Farms 1981	1986
Under 10	387	505	593
10-69	956	1,189	1,107
70-239	6,833	7,438	7,017
240-399	9,894	8,577	7,505
400-559	9,291	7,718	6,514
560-759	10,843	9,314	7,939
760-1,119	14,633	13,510	12,323
1,120-1,599	9,910	10,012	9,892
1,600 and over	8,211	9,055	10,541
<b>Total</b>	<b>70,958</b>	<b>67,318</b>	<b>63,431</b>
Average Size (acres)	923	952	1,036

*Note:* All agriculture holdings with sales of agricultural products during the previous 12 months of \$250 or more.

*Source:* Statistics Canada. (1988). *Census of Canada. Urban and Rural Areas, Canada, Provinces and Territories, Part 1.* (Cat. No. 94-129).

Table 1.2

Population by Major Cities for Saskatchewan, 1971-1986

City	1971	1976	1981	1986
Regina	139,479	149,593	162,984	175,064
Saskatoon	126,449	133,750	154,210	177,641
Moose Jaw	31,854	32,581	33,941	35,073
Prince Albert	28,464	28,631	31,380	33,686
Swift Current	15,415	14,264	14,747	15,666
North Battleford	12,698	13,158	14,030	14,876
Yorkton	13,430	14,119	15,339	15,574
Estevan	9,150	8,847	9,174	10,161
Weyburn	8,815	8,892	9,523	10,153
Melville	5,375	5,149	5,092	5,123
Melfort	4,735	5,411	6,010	6,078
Lloydminster	3,953	4,493	6,034	7,155
Total	399,817	418,888	462,464	506,250

Source: *Statistics Canada. (1988). Census of Canada. Urban and Rural Areas, Canada, Provinces and Territories, Part 1.* (Cat. No. 94-129).

In spite of increasing urbanization, however, Saskatchewan continues to be rural in character. John Archer, a noted Saskatchewan historian, writes:

Saskatchewan, to a far greater degree than either of her sister provinces, is still a rural society. More than any place in populated Canada, Saskatchewan people are influenced by the prime ingredients of environmental reality--space, earth, wind, sun, and rain. The image of the West is still agrarian (Archer, 1980, p. 349).

The uniqueness of the province and its people is partly attributable to geography. The harsh climate, the variety, and the beauty are described by Hugh MacLennan:

... (it) can be so bleakly stern it shrivels the soul; it can also intoxicate with a deluge of prolific loveliness that makes an English June seem insipid by comparison (MacLennan, 1969, pp. 126-7).

## History of Saskatchewan

Archaeological evidence suggests that ancestors of the present aboriginal people may have occupied the region now known as Saskatchewan 11,000 to 12,000 years ago. Europeans arrived in the later part of the seventeenth century to explore and exploit the fur resources of the area. By the end of the nineteenth century, events in Canada and abroad had set the stage for a massive influx of homesteaders. The extent of that influx is reflected in the fact that there were less than 100,000 people in the area in 1901 and 932,000 in the newly formed province in 1936. This means that the province attained close to its present population size during the first three decades of this century. The reality of the homestead, a sod shack, and back-breaking toil underlies much of Saskatchewan's culture.

In many cases immigration proceeded by way of group settlement, and this resulted in a pattern of "distinctive ethnic and religious communities" (Richards and Fung, 1969, p. 17). Time has blurred these distinctions, but even today many of the province's communities retain elements of an identifiable ethnic subculture--a second language, non-British surnames, various religions, and distinctive folkways.

The population expansion of the early years was matched by railway expansion. The first line to cross the southern prairies was built in 1883. By the turn of the century a branch line extended from Regina to Saskatoon and Prince Albert. In subsequent years, as settlers moved northwards to establish themselves on arable land throughout the province, rail lines proliferated to meet the need for facilities to transport the grain they produced for export. The distinctive image of grain elevators next to a railway station remains a symbol of the province's economic history, even though rail line abandonment is rendering these structures obsolete.

The Great Depression of the 1930s left a particularly deep scar in Saskatchewan, where economic woes were compounded by a decade of drought. One outcome of this era was the development of a cooperative approach to the production and marketing of goods and services and to the achievement of social and political goals which is recognized as a characteristic of Saskatchewan society. *The Canadian Encyclopedia* states that "...in 1986, 56% of the population belonged to 1,313 (cooperative) associations whose total assets amounted to more than \$55 billion." (1988, p. 1934). In 1944 Saskatchewan elected this continent's first socialist government, the Cooperative Confederation of Farmers (CCF), which later became the New Democratic Party (NDP). Although the other major parties have since had turns in power, some of the distinctively Saskatchewan achievements of the CCF, such as medicare and support for cooperatives, remain essentially intact.

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## The Economy in Saskatchewan

Saskatchewan is primarily an exporter of raw materials and an importer of consumer goods. It lacks the population necessary to support significant industrial development. Although non-agricultural production in the 1980s has been larger and more varied than ever before, "...Saskatchewan is still a long way from posing a threat to central Canada as an industrial heartland" (*The Canadian Encyclopedia*, 1988, p. 1935).

Saskatchewan developed as an agricultural province, and agriculture continues to be its single largest industry. It is by far the largest wheat producer in Canada, and one of the largest in the world. It is also a major producer of other grains--canola, rye, oats, barley, and flax--and of cattle and hogs.

Non-agricultural production, the bulk of which is mineral production, now accounts for over half of Saskatchewan's annual output. The growth of the province's mining industry since 1950 has been as spectacular as agricultural growth during the first half of the century. In 1950 mineral production amounted to \$34 billion, consisting mostly of coal, sodium sulphate, copper, and zinc. Since then oil, potash, and uranium production have grown from insignificant amounts to levels which make them major factors in the provincial economy. By 1987 the value of mineral sales had grown to \$3,263.2 million.

Table 1.3

Gross Domestic Product by Industry for Saskatchewan, 1981-1987

Gross Domestic Product by Industry	1981	1982	1983	1984	1985	1986	1987
	Millions of Dollars						
Agriculture	2,078	2,168	1,530	1,435	1,775	2,261	1,940
Forestry	44	52	44	50	41	41	40
Mining	1,249	1,108	1,407	1,896	1,945	1,127	1,503
Construction	724	743	760	726	654	712	774
Manufacturing	856	804	759	894	891	1,047	1,136
Transportation, Communication & Storage	1,009	1,129	1,183	1,318	1,296	1,421	1,513
Utilities	298	274	272	332	378	379	394
Trade	1,129	1,308	1,389	1,539	1,662	1,748	1,818
Finance, Insurance & Real Estate	2,156	2,280	2,851	3,283	3,265	3,326	3,612
Services	2,334	2,627	2,972	3,246	3,511	3,840	3,985
Public Administration	954	1,106	1,180	1,196	1,259	1,307	1,287
<b>Total GDP at Factor Cost</b>	<b>12,840</b>	<b>13,608</b>	<b>14,354</b>	<b>15,922</b>	<b>16,685</b>	<b>17,217</b>	<b>18,011</b>
<b>Value of Mineral Sales</b>							
Oil	821.0	1,189.4	1,650.8	1,867.8	2,252.1	1,175.6	1,517.1
Potash	995.1	642.9	685.9	829.4	621.5	552.8	727.2
Uranium	258.3	250.5	121.4	353.7	456.4	457.2	637.5
Other	166.3	194.9	231.6	300.8	322.3	358.1	381.4
<b>Total</b>	<b>2,240.8</b>	<b>2,277.6</b>	<b>2,689.7</b>	<b>3,351.9</b>	<b>3,652.4</b>	<b>2,543.7</b>	<b>3,263.2</b>
<b>Volume of Mineral Sales</b>							
Oil - Thousands of m <sup>3</sup>	7,409	8,128	9,526	10,758	11,541	11,721	12,083
Potash - Thousands of Tonnes	6,357	5,087	6,599	6,998	6,377	6,288	7,022
Uranium - Thousands of Kg	3,123	3,213	1,621	5,852	7,337	7,444	11,223

Source: Saskatchewan. Bureau of Statistics. (1988). *Economic Review, 1988*.

The Saskatchewan economy is tied to external factors such as interest rates, commodity prices, and world supply and demand. Weather is also critical. In 1988 the province experienced the worst drought since 1961, with the result that grain production fell to 46% below the 5-year average. This was reflected in a decline in construction of 26.2% and a population loss of 2,900. However, Saskatchewan is a "next year" country and an optimistic outlook is supported by continued diversification of the economy.

## Socio-Demographic Features of Saskatchewan

### Population Characteristics

During the first 3 decades of the 1900s, Saskatchewan experienced a dramatic population growth, which peaked at close to 940,000 in 1936. Since then the population has fluctuated somewhat, with a decline in the late 1930s and 1940s due to the depression and the war, followed by a pattern of slow, steady growth until 1987, when the population reached 1,014,000. Since that year, a weakening economy has resulted in a net loss of people.

Table 1.4

## Population by Sex for Saskatchewan, 1901-1988

Year	Total	Males	Females
1901	91,279	49,431	41,848
1911	492,432	291,730	200,702
1921	757,510	413,700	343,810
1931	921,785	499,935	421,850
1941	895,992	477,563	418,429
1951	831,748	434,588	397,160
1956	880,665	458,428	422,237
1961	925,181	479,564	445,617
1966	955,344	489,040	466,304
1971	926,240	470,725	455,515
1976	921,320	464,770	456,550
1981	968,310	486,075	482,235
1986	1,009,610	504,360	505,250
1987	1,014,000	506,600	507,400
1988	1,011,200	504,800	506,400

Source: Statistics Canada. (1988). *Census of Canada. Urban and Rural Areas, Canada, Provinces and Territories, Part 1.* (Cat. No. 94-129).

Growth has been greatest in the urban centres while the farm population has declined dramatically. In 1931 almost 80% of the population resided on farms or in communities of less than 1,000. By 1986, the proportion of people living on farms had dropped to 38%.

Table 1.5

## Population, Saskatchewan Urban, Rural and Farm, 1951-1986

As at June 1	Total	Urban <sup>1</sup>	Rural Total	Farm	Non-farm
1951	831,728	252,470	579,258	398,279	180,979
1956	880,665	322,003	558,662	360,651	198,011
1961	925,181	398,091	527,090	304,672	222,418
1966	955,344	468,327	487,017	279,642	207,375
1971	926,245	490,635	435,610	233,335	202,275
1976	921,325	511,330	409,995	192,570	217,425
1981	968,313	563,166	405,147	180,255	224,892
1986 <sup>2</sup>	1,009,620	620,200	389,420	161,500	227,920

% Changes					
1956-61	+5.1	+23.6	-5.7	-15.5	+12.3
1961-66	+3.3	+17.6	-7.6	-8.2	-6.8
1966-71	-3.0	+4.8	-10.6	-16.6	+6.5
1976-81	+5.1	+10.0	-1.2	-6.4	+3.4
1981-86	+4.3	+10.1	-3.9	-10.4	+1.3

<sup>1</sup> The census definition specifies that all centres with populations of 1000 and over, whether incorporated or unincorporated, are classified as urban.

<sup>2</sup> Excludes unenumerated Indian reserves.

Source: Statistics Canada. (1988). *Census of Canada. Urban and Rural Areas, Canada, Provinces and Territories, Part 1.* (Cat. No. 94-129).

While the population has been slowly increasing, the birth rate in Saskatchewan has been declining. During the 1940s and 1950s, the birth rate was fairly constant at 27 live births per 1,000 population. By 1973 the rate had declined to a low of 16.4 and since then has remained between 16 and 18 per 1,000. This decline in birth rate, combined with the ageing of the so-called baby boom generation born after World War II, contributes to the pattern of an ageing population.

Table 1.6

**The Number of Live Births Per 1000 Population for Saskatchewan, 1961-1987**

Year	Birth Rate	Number
1961	25.9	23,904
1966	19.9	18,481
1971	16.9	15,663
1976	17.6	16,302
1981	17.8	17,209
1986	17.3	17,513
1987	16.8	16,938

Source: Statistics Canada. (1988). *Vital Statistics*. (Cat. No. 84-204).

The proportion of the population over 65 has increased significantly during the past decade while the percentage of the population in the 0-9 age group has remained stable at about 16%. The median age of Saskatchewan's present population is 31.6 years.

Table 1.7

**Population by Selected Age Groups and Sex for Saskatchewan, 1956-1986**

Age Groups	1956			1966			1976			1986		
	T	M	F	T	M	F	T	M	F	T	M	F
0-4	109,603	56,078	53,525	107,515	54,979	52,536	74,675	37,990	36,690	85,900	43,940	41,960
5-9	97,953	49,884	48,069	110,130	56,128	54,002	78,035	39,920	38,115	82,350	42,305	40,040
10-14	79,214	40,538	38,676	103,304	53,042	50,262	95,305	48,550	46,755	77,480	39,380	38,100
15-24	127,351	64,542	62,809	150,562	76,337	74,225	178,335	91,175	87,165	167,510	84,965	82,545
25-34	120,182	61,151	59,031	104,651	53,255	51,396	119,025	59,290	59,735	170,505	86,600	83,905
35-44	114,626	58,443	56,183	110,413	56,052	54,361	90,810	45,895	44,910	118,155	60,110	58,040
45-54	87,351	46,849	40,502	103,270	52,290	50,980	96,850	48,585	48,270	89,010	44,785	44,230
55-64	65,739	35,705	30,034	76,617	40,352	36,265	89,115	44,095	45,020	90,105	44,490	45,620
65-74	54,235	31,538	22,697	51,286	26,630	24,656	60,950	30,405	30,545	75,550	35,165	40,385
75-85	21,021	12,002	9,019	30,983	16,669	14,314	30,605	14,080	16,525	40,730	18,020	22,710
85 +	3,390	1,698	1,692	6,613	3,306	3,307	10,620	4,790	5,825	12,320	4,610	7,710

Source: Statistics Canada. (1987). *The Nation: Age, Sex and Marital Status*. (Cat. No. 93-101).

Although modest by comparison with the early decades of this century, immigration has been a continuing source of population growth since World War II. Since 1981, international immigration has resulted in an influx of about 2,000 people per year. Inter-provincial migration figures show that Saskatchewan has, for the most part, been a net loser to other provinces.

**Table 1.8A**

**Immigrant Population by Period of Immigration and by Sex for Saskatchewan, 1946-1986**

	1946-1955	1956-1966	1967-1977	1978-1982	1983-1986
Male	4,975	4,245	6,340	4,325	2,110
Female	5,470	4,345	6,240	3,895	2,505
<b>Total</b>	<b>10,445</b>	<b>8,590</b>	<b>12,580</b>	<b>8,220</b>	<b>4,615</b>

*Source:* Statistics Canada. (1986). *1986 Census Summary Tables*. (Table EC86B03).

**Table 1.8B**

**Interprovincial Migration Estimates for Saskatchewan, 1977-1988**

	1977	1979	1981	1983	1985	1987	1988
In-migration	8,146	8,922	8,542	7,570	5,962	8,764	10,409
Out-migration	12,155	13,139	14,779	8,662	10,981	13,882	12,602
Net migration	-4,009	-4,217	-6,237	-1,092	-5,019	-5,118	-2,193

*Source:* Prepared by Government of British Columbia, Ministry of Finance Corporate Relations, Central Statistics Bureau. (1989).

### Ethnic Origins

The 1981 and 1986 census forms enabled respondents to indicate more than one ethnic or cultural origin. The 1986 census shows that more than 40% of Saskatchewan's population are of non-British, non-French origin. The fact that an additional 20% are "mixed French and other" or "mixed British and other" indicates the extent of intermarriage amongst ethnic and cultural groups in Saskatchewan.

The most common single origins identified were British, German, Ukrainian, Aboriginal, French, Scandinavian, Polish, Dutch, Hungarian, and Chinese. The importance of the aboriginal population is indicated by the fact that aboriginal people (Native Indian, Métis, and Inuit) constitute over 7.8% of the province's population as compared to 2.8% for Canada as a whole in 1986 (Multiculturalism and Citizenship Canada, 1990).

**Table 1.9A**

**Ethnic Origins for Saskatchewan, 1986**

Saskatchewan	Population	%
British only	297,555	29.8
French only	33,595	3.4
British and French	27,760	2.8
All other	637,785	64.0
Other only	413,385	41.5
British and other	167,320	16.8
French and other	25,685	2.6
British, French and other	31,395	3.1
<b>Total</b>	<b>996,695</b>	<b>100.0</b>

*Source:* Prepared by Policy & Research, Multiculturalism Sector. (1990). Based on 1986 Census Data.

Table 1.9B

**Most Frequently Reported Ethnic Origins, Other Than British or French,  
for Saskatchewan, 1986**

Ethnic Origin	Single origins	Multiple responses	Total
German	128,850	155,755	284,605
Ukrainian	60,555	65,220	125,775
Scandinavian	26,995	53,430	80,425
Aboriginal	56,820	20,830	77,650
Polish	13,330	36,225	49,555
Dutch	13,020	32,065	45,085
Hungarian	8,115	11,750	19,865
Russian	4,130	7,935	12,065
Canadian	5,830	3,015	8,845
Chinese	7,210	1,410	8,620
Romanian	2,695	5,290	7,985
Czech/Slovak	2,150	4,515	6,665

Source: *Prepared by Policy and Research. Multiculturalism Sector. (1990). Based on 1986 Census Data.*

### The Labour Force

Between 1951-1986, the size of the Saskatchewan labour force increased by 64%, while the population aged 15 years and over increased by 28%. The increase in labour force participation from 52.8% in 1951 to 66.6% in 1986 is largely due to the dramatic increase of women in the labour force. Since the turn of the century, the rate of labour force participation by women in Saskatchewan has been lower than the rate of participation by men. However, since World War II the participation rate for men has remained relatively stable between 75% and 80%. During the same period, the rate for women has jumped from 18% in 1951 to 43% in 1976. Since 1976, the rate has continued to increase approximately 1% per year to reach a level of 56.8% in 1988.

Table 1.10

**Proportion of Males and Females in the Labour Force, 15 Years and Older, for Saskatchewan 1951-1986**

	1951	1961	1971	1981	1986
Total Population	576,476	610,267	645,800	729,715	763,890
Labour Force	301,645	325,589	371,070	455,455	495,095
%	52.3	53.3	57.5	62.4	64.8
Male Population	304,326	318,314	327,570	363,815	378,745
Labour Force	250,709	248,479	249,710	281,665	290,895
%	82.4	78.0	76.2	77.4	76.8
Female Population	272,150	291,953	318,230	365,900	385,145
Labour Force	50,936	77,110	121,360	173,790	204,200
%	18.7	26.4	38.1	47.5	53.0

Sources: *Statistics Canada. (1988). Dimensions: Industry Trends, 1951-1986. (Cat. No. 93-152).*  
*Statistics Canada. (1989). Labour Force Annual Averages, 1981-1988. (Cat. No. 71-529).*  
*Statistics Canada. (1987). The Nation: Age, Sex and Marital Status. (Cat. No. 93-101).*

Within the female working population, the greatest increase in labour force participation has been among women in the 25-54 age group and specifically among women with preschool children. The participation rate of women between 25-54 years increased by 59% from 1975 to 1988, while during the same period participation by women whose youngest child was under three increased by 110%. Participation by women whose youngest child was 3-5 years increased by 75%, and participation by those whose youngest child was 6-15 years increased by 53%.

**Table 1.11**

**Labour Force Participation Rates by Age and Sex, 1975-1988**

Year	Men			Women		
	15-24 years	25-44 years	45-64 years	15-24 years	25-44 years	45-64 years
1975	73.8	96.4	88.8	53.6	48.1	38.1
1976	75.8	96.1	87.3	54.2	51.1	44.4
1977	76.1	96.8	88.8	54.0	54.7	44.3
1978	77.4	97.0	87.6	55.5	55.4	45.9
1979	78.1	97.4	86.9	58.3	59.1	44.7
1980	79.1	97.2	87.1	60.1	59.0	44.6
1981	77.8	97.1	86.5	58.3	63.6	47.2
1982	76.6	96.0	86.3	61.5	65.2	47.3
1983	76.2	96.4	86.0	63.1	67.9	51.4
1984	76.1	95.4	86.1	64.0	69.0	50.7
1985	75.9	96.0	85.1	65.6	71.5	54.3
1986	74.8	95.7	84.0	65.8	73.8	56.9
1987	74.2	94.8	83.5	63.1	75.2	57.1
1988	72.9	94.9	83.7	65.4	76.4	56.4

Sources: *Statistics Canada. (1989). Labour Force Annual Averages, 1981-1988. (Cat. No.71-529).*  
*Statistics Canada. (1984). Labour Force Annual Averages, 1975-1983. (Cat. No. 71-529).*

**Table 1.12**

**The Percentage of Mothers 15 + in the Labour Force by the Age of Their Youngest Child for Saskatchewan, 1975-1988**

Year	Age of Youngest Child		
	Under 3	3 to 5	6 to 15
1975	28.4	38.6	50.0
1976	32.9	40.3	54.2
1977	32.6	40.3	55.3
1978	32.8	41.1	58.2
1979	35.5	48.2	59.1
1980	37.5	48.4	59.9
1981	40.4	53.8	64.1
1982	45.3	54.8	64.4
1983	47.9	60.7	67.5
1984	48.7	62.3	70.1
1985	52.1	64.9	71.9
1986	55.0	66.2	75.9
1987	57.6	66.1	76.0
1988	59.8	67.5	76.6

Source: *Statistics Canada. (1987). Women in the Workplace. (Cat. No. 71-534).*

### **Maternity/Parental Leave**

The *Saskatchewan Labour Standards Act* (1978) protects women from dismissal due to pregnancy, provides for leave, and requires employers to reinstate an employee to his or her original or a comparable position. The benefits apply to employees who are expecting a baby by birth or adoption provided they:

1. have been in the employer's continuous employment for 12 months.
2. have applied in writing 4 weeks prior to commencement of leave.
3. have (in the case of a birth) submitted a doctor's certificate verifying pregnancy.

A pregnant woman is entitled to 18 weeks leave, to begin any time up to 12 weeks prior to the expected date of birth. Failure to apply in writing reduces this entitlement to 14 weeks. Maternity leave may be extended by 6 weeks for medical reasons. Paternity leave entitlement consists of 6 weeks which may be taken any time during the 3 months before or after birth. Parents are entitled to 6 weeks adoption leave beginning when the child is available for adoption.

Through negotiated agreements, some employees in Saskatchewan enjoy more liberal benefits. The Saskatchewan Public Service grants 12 months maternity leave. Others, such as those employed in farming, ranching, and market gardening, are exempt from the minimum provisions of the Act.

In 1986 there were 340 claims for unemployment insurance benefits for maternity leave due to birth but none for reasons of adoption.

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### **Sectors of the Labour Force**

The absolute increase in the size of the labour force since 1951 has been distributed over all of the province's industries with the notable exception of agriculture. In 1951 approximately 147,000 were employed in agriculture as compared to 91,000 in 1986. In percentage terms, the numbers employed in agriculture declined from about 60% in 1931 to 18% during the 1980s. However, agriculture, along with the trade and services industries, continues to provide the province's biggest source of employment.

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Table 1.13

## Experienced Labour Force by Selected Industry Divisions (Based on the 1970 Classification) and Sex, for Canada, Provinces and Territories, 1951-1986 Censuses

Industry	Sex	1951	1961	Saskatchewan		
				1971	1981	1986
All Industries	T	301,645	325,589	371,070	455,455	495,095
	M	250,709	248,479	249,710	281,665	290,895
	F	50,936	77,110	121,360	173,790	204,200
Agriculture	T	147,420	119,128	100,675	85,755	91,645
	M	141,468	106,700	80,770	70,755	70,710
	F	5,952	12,428	19,910	15,000	20,930
Forestry	T	722	1,132	915	1,485	1,570
	M	706	1,107	880	1,240	1,335
	F	16	25	35	250	240
Fishing and trapping	T	1,390	1,136	285	220	250
	M	1,370	1,128	265	185	235
	F	20	8	15	25	20
Mines (including milling)						
quarries and oil wells	T	1,474	3,706	7,370	12,735	12,455
	M	1,429	3,585	7,105	11,570	11,390
	F	45	121	270	1,165	1,065
Manufacturing industries	T	12,562	15,073	19,895	27,385	28,195
	M	10,731	12,558	16,490	21,220	21,485
	F	1,831	2,515	3,405	6,170	6,710
Construction industry	T	10,009	17,447	17,930	30,840	28,865
	M	9,832	17,034	17,140	28,205	26,100
	F	177	413	790	2,640	2,770
Transportation, communication and other utilities	T	29,435	30,473	27,735	35,760	36,055
	M	26,791	26,332	23,235	27,830	27,595
	F	2,644	4,141	4,495	7,925	8,460
Trade	T	38,809	45,705	51,695	74,715	79,610
	M	29,313	33,071	33,900	43,530	46,240
	F	9,496	12,634	17,795	31,185	33,370
Finance, insurance and real estate	T	4,706	7,116	10,595	19,100	21,205
	M	2,805	4,012	5,080	7,690	8,155
	F	1,901	3,104	5,520	11,410	13,050
Community, business and personal service industries	T	43,689	59,063	81,675	118,420	144,855
	M	17,208	23,007	31,545	41,070	48,865
	F	26,481	36,056	50,125	77,355	95,995
Public administration and defence	T	9,657	18,102	26,430	34,840	36,015
	M	7,669	14,597	19,255	21,170	21,360
	F	1,988	3,505	7,175	13,670	14,655

 Source: Statistics Canada. (1988). *Dimensions: Industry and Trends, 1951-1986*. (Cat. No. 93-152).

### Part-time Employment

The proportion of women working part-time is far greater than the proportion of men. In 1976 the province's total part-time labour force was almost 70% female; by 1988 this figure had increased to 77%. While the percentage of men working part-time has increased by only 0.9% from 1976 to 1988, the percentage of women working part-time has increased by 4.3% during the same period.

Census information shows that the most common reasons for holding down part-time jobs were "personal or family responsibilities," "going to school," "did not want full-time work," and "could only find part-time work." Since women represent the biggest proportion of the part-time group, it seems logical to assume that these reasons are most relevant to females.

Table 1.14

Number of Adults Employed by Type of Work, Saskatchewan Full Time/Part-Time, 1976-1988

	Annual Averages (in thousands)		
	1976	1986	1988
<b>Both Sexes-Total</b>	<b>377</b>	<b>452</b>	<b>451</b>
Full-time	328	374	374
Part-time	49	78	77
% Part-time	12.9	17.3	17.1
 <b>Male-total</b>	 <b>246</b>	 <b>259</b>	 <b>256</b>
Full-time	231	240	238
Part-time	15	19	18
% Part-time	6.1	7.3	7.0
 <b>Female-Total</b>	 <b>131</b>	 <b>192</b>	 <b>195</b>
Full-time	97	134	136
Part-time	34	58	59
% Part-time	25.9	30.2	30.2

Sources: Statistics Canada. (1989). *Labour Force Annual Averages, 1981-1988*. (Cat. No. 71-529).  
Statistics Canada. (1984). *Labour Force Annual Averages, 1975-1983*. (Cat. No. 71-529).

For both men and women, the unemployment rate has risen. In 1976 the rate for men was 3.1% and for women 5.4%. In 1988 the rates had risen for both to a more nearly equal 7.4% for men and 7.6% for women.

Table 1.15

Unemployment Rate by Sex for Saskatchewan, 1981-1988

Year	Total	Male	Female
1981	4.6	4.0	5.7
1982	6.1	6.0	6.4
1983	7.3	7.0	7.7
1984	8.0	7.7	8.4
1985	8.1	7.8	8.5
1986	7.7	7.7	7.6
1987	7.4	7.0	7.8
1988	7.5	7.4	7.6

Sources: Statistics Canada. (1989). *Labour Force Annual Averages, 1981-1988*. (Cat. No. 71-529).  
Statistics Canada. (1989). *Labour Force Survey*. (Cat. No. 71-201).

Even though there has been a dramatic increase in the number of women in the labour force, the earnings of males and females still differ significantly. In Saskatchewan in 1975, the average female income was 37.5% of the average male income. By 1985 the difference had narrowed to 55.0%. In 1985, men in Saskatchewan earned an average of \$21,340 annually, and women earned an average of \$11,747 (Statistics Canada, Cat. No. 93-114, 1989).

**Table 1.16**

**Population 15 Years and Over Who Receive Yearly Income, Showing Average Annual Income for Both Sexes and Average Income of Females as a Percentage of the Income of Males for Saskatchewan, 1975-1984**

	Male \$	Female \$	Female % of Male
1975	10,939	4,125	37.7
1977	11,436	5,267	46.1
1979	14,485	6,955	48.0
1981	19,717	8,728	44.3
1982	18,893	10,018	53.0
1984	20,233	10,816	53.5

*Source:* Statistics Canada. (1986). Women in the Work Place. (Cat. No. 71-534).

## Family Structure

Both the structure of the family and accepted definitions of the family have changed. In 1951, 93% of Saskatchewan's families were described as being headed by a male, and 91% included both a husband and a wife. There were few exceptions to this male-headed, husband-wife family--2.7% one parent only, 6.1% widowed, and 0.3% divorced.

Census information now recognizes more diversity in family structure. The term "family" refers to a husband and wife with or without an unmarried child or children, or one parent with an unmarried child or children. The male is no longer automatically considered the family head. Common-law relationships are now included in husband-wife families.

More people are living in families, but families are smaller. The average family size declined from 3.7 persons in 1951 to 3.2 persons in 1986. In 1986 the average husband-wife family consisted of 3.3 persons, and the average one-parent family of 2.7 persons.

Table 1.17

Percentage Distribution of Persons Per Census Family Living in Private Households for Saskatchewan, 1951-1986

	1951	1961	1971	1976	1981	1986
Total Families	196,188	211,776	214,835	225,685	245,670	260,600
Number of Persons						
2	29.0	29.5	33.1	37.1	39.3	40.4
3	23.6	19.7	19.2	19.7	20.1	20.2
4	21.4	20.5	19.2	21.5	22.5	22.9
5	12.3	14.1	13.0	12.1	11.6	11.4
6	6.4	8.2	7.8	6.1	4.3	3.6
7	3.3	4.0	3.0	2.3	1.2	0.8
8 or more	3.2	4.0	3.6	2.0	0.9	0.5
Total Persons in Families	731,773	812,807	802,160	783,815	809,945	840,545
Average Number	3.7	3.8	3.7	3.5	3.3	3.2

Source: *Statistics Canada. (1986). Family Characteristics. (Cat. No. 93-823).*

Following World War II the marriage rate (per 1,000 population) increased to 8.9%. By 1961 it had declined to 6.6%, but increased again to 7.6% in 1981. In 1986 there were 6,820 marriage ceremonies performed in Saskatchewan, a further decline to a rate of 6.8%.

Between 1951 and 1981 the percentage of population classified as divorced rose from .18 to 1.99. The divorce rate jumped sharply following changes to divorce laws in 1968. In 1966 the divorce rate was 0.3 per 1,000 population. Three years later, after the divorce laws were reformed, the rate had tripled to 0.9 per 1,000, and by 1986 it had increased eightfold to 2.4 per 1,000.

Table 1.18

Divorce and Marriage Rates (Per 1000 Population) for Saskatchewan, 1951-1986

Year	Marriage Rate	Divorce Rate
1951	8.2	0.3
1956	7.3	0.3
1961	6.6	0.3
1966	7.3	0.3
1971	8.4	0.9
1976	8.2	1.3
1981	7.6	1.9
1986	6.8	2.4

Source: *Statistics Canada. (1985). Marriage and Divorce. Vital Statistics, Volume II. (Cat. No. 84-205 Annual).*

With the increasing divorce rate came an increase in the number of one-parent families. Between 1971 and 1986, the proportion of one-parent families increased from 8.6% to 11.1% of all families. During this period, the number of husband-wife families increased by 17%, while the number of one-parent families increased by 56%. The number of children who are raised in one-parent families is also increasing while the total number of children in two-parent families is decreasing. In 1986, the average number of children in a husband-wife family was 1.3; it was more common for a one-parent family to have a larger family with an average of 1.7 children. The vast majority of the one-parent families are headed by women, and this figure has remained relatively constant since 1976 at 81%.

**Table 1.19**

**Census Families by Type of Family for Saskatchewan, 1971-1986**

	1971	1976	1981	1986
<b>Total Husband/Wife Families</b>	<b>196,285</b>	<b>206,585</b>	<b>220,025</b>	<b>231,565</b>
<b>Total Lone Parent Families</b>	<b>18,550</b>	<b>19,100</b>	<b>23,640</b>	<b>29,040</b>
Male parent	3,945	3,550	4,290	5,215
Female parent	14,605	15,550	19,350	23,825
<b>Total Families</b>	<b>214,835</b>	<b>225,685</b>	<b>243,665</b>	<b>260,605</b>
Percent Lone Parent	8.6	8.4	9.7	11.1

Source: *Statistics Canada. (1987). The Nation: Families, part 2. (Cat. No. 93-107).*

**Table 1.20**

**Census Families by Number of Children at Home, 1981-1986**

	Husband/Wife Family		Lone Parent Family	
	1981	1986	1981	1986
<b>Total children at home</b>	<b>299,610</b>	<b>298,375</b>	<b>42,640</b>	<b>50,005</b>
Average number of children per family	1.3	1.3	1.8	1.7

Source: *Statistics Canada. (1987). The Nation: Families, part 1. (Cat. No. 93-106).*

Average family income increased in terms of both current dollars and constant dollars between 1971 and 1981. However, since 1981 the average family's purchasing power has declined from \$36,561 (based on 1985 values) to \$34,866 in 1985.

In 1986 the average income of one-parent families was \$19,771 as compared to \$35,460 for all families. Census figures show a considerable difference between the average income of a male one-parent family at \$27,032 and a female one-parent family at \$18,126 (Statistics Canada, Cat. No. 93-107, 1989).

The increase in the number of one-parent families, particularly those headed by women, also indicates an increase in the number of children living in low-income families. Families who must spend 58.5% or more of their total income on the necessities--food, shelter, and clothing--are considered to be "low-income families" (Statistics Canada, Cat. No.93-107), 1989). Over 40,000 Saskatchewan families fell into this category in 1985. A one-parent family was three times more likely to be low income than a husband-wife family (38.5% versus 12.4%), and a female-headed family was twice as likely as a male-headed family (48.3% versus 24.5%) to be low income.

A comparison of 1980 and 1985 figures shows that the incidence of low-income families has been increasing in Saskatchewan: from 10.6 to 12.4% for husband-wife families and from 33 to 38.5% for one-parent families.

Table 1.21

**Economic Families and Unattached Individuals in Private Households By Family Status Showing Incidence of Low Income for Saskatchewan, 1980-1985**

Economic Family Status	1980	1985
All Economic Families	13.1	15.7
Husband-Wife Families	10.6	12.4
Married Couple only	7.8	7.9
Married Couples with Never Married Children only	12.0	15.1
Married Couples with Other Relatives only	12.4	12.9
All other Husband-Wife Families	14.6	15.1
Non-Husband-Wife Families	33.0	38.5
Male Reference Person with Never Married Children	15.3	24.5
All Other Male Reference Persons	16.7	16.5
Female Reference Person with Never Married Children	41.9	48.3
All Other Female Reference Persons	27.7	29.7
All unattached individuals,		
15 and Over	40.4	34.0
15-64	32.5	35.7
64 and over	55.9	30.6

Source: Statistics Canada. *1986 Census Summary of Tables*. (Table IN86B01C).

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## Chapter 2

### AN HISTORICAL OVERVIEW OF CHILD CARE IN SASKATCHEWAN

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#### Introduction

The forces at work in the development of child care in Saskatchewan are a microcosm of the interacting social, economic, and political forces characteristic of Canadian society as a whole. However, certain forces and circumstances are unique to the Saskatchewan milieu. This chapter describes the development of child care in Saskatchewan from World War II to the present time, during which period child care became an issue of increasing public importance.

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#### The Early Years: The 1940s, 1950s and 1960s

No significant growth occurred in child care services in Saskatchewan during World War II, and the provincial government did not take advantage of the federal government's offer in 1942 to share the cost of establishing new centres (see Schulz in K.G. Ross, 1978, pp. 137-158 for a discussion of the Dominion-Provincial Plan). This was probably because the offer stipulated that 75% of the users of these centres had to be mothers working in war-related industries and Saskatchewan's contribution to the war economy was primarily through agricultural production. However, there is evidence that some child care services existed during this time. In Regina, for example, an army wife supervised the care of a small group of preschoolers (Turner, 1981, p. 160).

After the war, women were encouraged to be full-time home-makers rather than compete for jobs that were thought to be needed by men returning from the services. Freudian psychology emphasized the essential role of mothering, and as the birth rate rose to its highest point since pre-depression years, a generation of women stayed home to raise the "baby boomers."

Policies of both the federal and provincial government supported this traditional role for women. In 1944 the newly elected CCF government of Saskatchewan began to implement a social program that improved health and educational services to its residents. However, this program did not include child care support for women who returned to school or worked out of choice or necessity. Such a woman was an oddity, thought to be responsible for her own misfortunes, and the fact that she may have been unable to find decent care for her children was not a public concern (Dunlap, personal communication, 1989). Day care was not an issue in the 1950s, and existing needs were ignored.

Provincial government involvement in day care began in a very limited way under the *Child Welfare Act* (1969), which required that advertised child care services be assessed by a social worker with power to close a facility found unsatisfactory. It appears that this provision did not result in systematic assessment and control of quality (Turner, 1981, p. 162).

The 1960s was a decade of social change. Saskatchewan became more urbanized and more women joined the work force. In response to the resulting need for child care, a number of centres were established in major cities. Regina is reported to have had a half-dozen licensed centres by the mid-1960s and 13 by the end of the decade. For the most part, these centres were privately owned and operated and funded solely by the fees charged the users (Turner, 1981, pp. 164-65).

One of these centres was opened in Regina in 1963 by Jane Wolf, who remains active in the field as a centre director. She recalls that her 20 spaces were always filled but the difficulty of finding qualified staff and the lack of financial support were major problems. "We'd made balls out of newspaper and covered them with masking tape, and wagons out of old pop containers" (Wolf, personal communication, 1989).

The women's movement of the 1960s inevitably turned its attention to the issue of child care as it became clear that the availability of good quality, affordable services was critical to the achievement of equality of opportunity for women. Margaret Pattille, director of Women's Services for the provincial Department of Labour, was the keynote speaker at a 1965 conference of women's organizations held in Regina. She issued a call for a program that would provide "satisfactory care of children" (Turner, 1981, p. 165). The need for standards implemented and regulated by government as well as the need for public financing was evident, although an organized child care advocacy movement capable of drawing attention to these needs did not develop for another 6 or 7 years.

The incentive for greater provincial government involvement was provided by federal legislation. The *Canada Assistance Plan Act* (1966) allowed the provinces to recover half the cost of services and subsidies paid to low-income users. This legislation made it financially feasible for the provincial government to develop a child care policy which included a financial commitment. The legislation also provided a model for the policy, adopted by the Saskatchewan government, of selective assistance to child care users.

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## The 1970s

The Saskatchewan legislature was opened in February 1970 by a speech from the throne which included a promise by the Liberal government of Premier Ross Thatcher to "...initiate a program which will encourage the establishment of day care centres for children in certain of our major centres...." (*Saskatchewan, Debates and Proceedings, Vol. VIII*, p. 5). This session passed the province's first day care regulations by order-in-council under the authority of the *Child Welfare Act*. These regulations were protective in intent and stipulated that an applicant for licensing be found "suitable" and the premises meet minimum health and safety standards. An applicant was also required to demonstrate a need for the proposed service. Government funding was introduced in the form of monthly operating grants as well as grants to start up or upgrade a facility. Low-income families and those receiving social assistance were eligible for user subsidies.

In 1971 the NDP defeated the Thatcher government, and Premier Allan Blakeney began the first of 3 terms in office. At the same time, the day care community began to work for better quality and more accessible services. This child care advocacy movement was part of a broader social context in which future government policy was developed. Advocacy groups were active in the larger centres in the province, and in Regina one of the first groups to become involved was the Regina women's liberation movement. These women lobbied the government for improved child care legislation as early as 1972, and the Regina Women's Centre began a referral service in 1973.

The Saskatoon Day Care Development Committee was organized under the auspices of the Saskatoon Council of Women. This committee was successful in gaining funding and support for the establishment of a model day care centre in Saskatoon in 1972 (Norman, 1982). In 1973 this same group organized the Saskatoon Steering Committee with representation from all of the groups in the city who were concerned with child care. This new ad hoc body lobbied through meetings with the provincial Cabinet, briefs to ministers, and mailings to members of the legislature. In her paper "The Continuing Struggle for Universal Day Care," Judith Martin contends that the activities of this group and the attendant media attention were instrumental in bringing about government attention to day care issues (1989, p. 9).

Child care advocates also worked from within labour and political organizations. Delegates to the 1971 annual provincial NDP convention approved a resolution calling for "...government-financed, community-controlled centres (with) salaries for day care centre personnel commensurate with those of teachers" (Martin, 1989, p. 5). The 1972 and 1973 conventions condemned the government's failure to act on this resolution. The Saskatchewan Waffle, a radical splinter group of the NDP, adopted a position which supported "universal state-financed 24-hour child care" (Warnock, 1989, p. 32). In 1973 a group called People for Child Care Action, which had ties to the Waffle, circulated a petition with similar demands which was presented to the legislature by Waffle MLA John Richards. The Waffle movement also led to the formation in 1979 of a women's labour group, Saskatchewan Working Women, dedicated to achieving support for working women, including child care services.

A study requisitioned by the Department of Social Services in 1973 confirmed the concerns of the advocacy groups regarding the inadequacy of government policy and existing services. This study found that

- most centres were located in business districts and were therefore inaccessible.
- most users were presumed to be upper and middle-class families, since only a limited number of parents were eligible for subsidies. (In all, 93 families were receiving subsidies, and only a few of these qualified for a full subsidy.)
- the department was unable to meet the need for assistance in centre development.
- government grants were too low to encourage the development of centres or to pay staff a decent wage.

That same year John Richards introduced a motion to the legislative assembly urging the government to establish "...a network of fully financed child care centres" (*Saskatchewan, Debates and Proceedings, Vol. XIV, 1973-74*, p. 613). Richards spoke at length in support of this resolution, emphasizing the growing need for a "public utility" that would make child care available to all women.

The Honourable G. MacMurchy, who responded on behalf of the government, stated that a new program for day care was in the process of being developed by the Department of Social Services. He vigorously rejected what he claimed would be "government centres" and argued in favour of centres started and operated by parents themselves and a sliding scale of financial assistance to meet needs (*Saskatchewan, Debates and Proceedings, Vol. XIV, 1973-74*, pp. 623-625).

Mr. Richard's motion died on the floor of the legislature, and the new program was announced at a news conference in 1974 by the Minister of Social Services, the Honourable A. Taylor:

The new program will increase the government's support for day care from approximately \$200,000 annually at the present time to two million dollars annually in the next fiscal year. This program will involve the immediate establishment of a day care branch within the Department of Social Services and will provide support for the day care of children in family settings as well as in centres. It will involve increases in start-up grants, renovation grants and income related subsidies (Taylor, news conference, 1974).

Mr. Taylor also outlined the objectives of the new program:

First to increase the degree of control and participation by parents. Second to ensure a high standard of emotional and physical care of children. Third, to promote and organize the development of new services on a neighbourhood and small community basis. Fourth to provide day care services to all income groups, in relation to the needs of the child and/or of the family. Finally we will continuously support and monitor the program to ensure that these needs and objectives are met (Taylor, news conference, 1974).

Public policy established at this time was to have a major impact on child care development because of the degree to which it increased government involvement. It did not, however, constitute a change from the avowed purpose of facilitating universal access to licensed spaces through selective assistance to low-income families. Martin states that the 1974 program "entrenched a liberal welfare role for the Saskatchewan government." She believes that when the Blakeney government rejected state-supported universal child care, it turned its back on an opportunity to introduce the kind of innovative legislation which had characterized the NDP's approach in Saskatchewan to other issues such as hospital and medical care (Martin, 1989, p. 12).

New day care regulations were passed in 1975 by order-in-council under the authority of the *Family Services Act*. These regulations and subsequent amendments continue to provide the standards for the licensing of services in Saskatchewan pending the release of new regulations to accompany the *Child Care Act* (1989). The *Day Care Regulations* (1975) describe the licensing process, the types of services eligible for licensing, the standards required for licensing, and the details of grants and subsidies that become available to services and users as a result of being licensed. Nursery school programs are excluded from the jurisdiction of the regulations and continue to be unregulated on a provincial level.

The Day Care Branch of the Department of Social Services was established in 1974 and given the authority to administer the regulations. For the first time, day care consultants were located in various regions of the province to assist with service development as well as the licensing and monitoring of services.

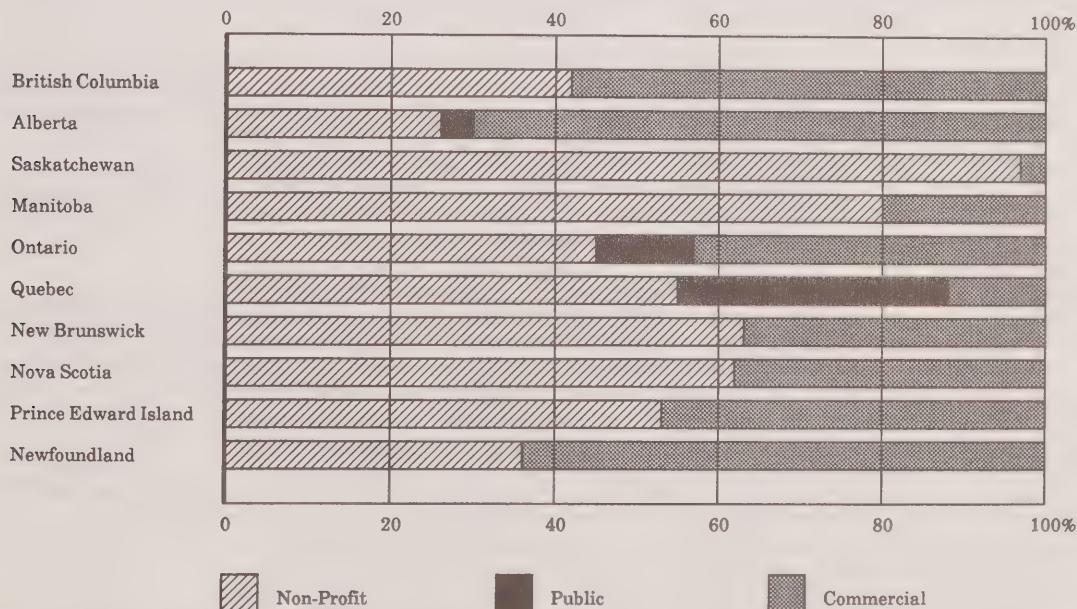
The two types of services eligible for licensing are family day care homes and day care centres. Approved day care home operators provide care in their own home for a maximum of eight children, including their own, between the ages of 6 weeks and 12 years. The family day care program was implemented in 1976, and centre care of infants was phased out in 1977. The regulations were waived to allow two centres in Moose Jaw to continue to provide infant care, but the overall effect of the regulations was to restrict licensed care of infants in Saskatchewan to approved homes.

Day care centres are licensed to care for a maximum of 60 children in a neighbourhood location. The regulations distinguish between preschool centres for children 18 months to 6 years and school-age centres for children 5 to 12 years, although many centres offer services to both groups. Licensed centres must be non-profit organizations incorporated under the *Co-operatives Act 1983* or the *Non-Profit Corporations Act 1979* and governed by a board of whom more than 50% must be parent users. Existing private centres were exempted from this requirement provided the number of spaces in the centre remained unchanged.

The development of child care in Saskatchewan following the implementation of the 1974 program had a major impact on sponsorship, quality, cost, and accessibility of services. Saskatchewan was the first province to establish the policy that centres offering child care must be non-profit organizations controlled by a parent board in order to be eligible for licensing. The impact of this policy is clear. No new commercial centres were licensed after 1973, and many private centres converted to parent-board sponsorship in order to qualify for grants. The *Report of the Task Force on Child Care* (Canada, 1986, p. 50) shows that by 1984, 97% of the child care spaces in the province were sponsored by non-profit organizations, a much higher percentage than in any other province (see Figure 2.1).

**Figure 1**

**Interprovincial Comparison of Child Care Centre Spaces  
by Auspices, 1984**



*Notes:* In Alberta and Ontario public child care spaces are operated by municipalities.

In Quebec public child care spaces are school-aged child care spaces under the auspices of the Quebec Education Department and local schoolboards. They were reported for the first time in the 1984 edition of *Status of Day Care in Canada*.

*Source:* Adapted from statistics compiled by the National Day Care Information Centre.

The expressed intention of the policy-makers was to maximize control and participation by parents and to give them options in choosing care for their children. As members of the association which owns and controls a day care centre, parents are able to participate in setting program goals and overseeing their implementation. Turner describes this as a "typically Saskatchewan" response because in Saskatchewan, community boards have been mandated to oversee a range of services such as community colleges and legal aid and health care clinics (Turner, personal communication, 1989).

The use of the cooperative model for organizing a centre is also a typically Saskatchewan response. The implementation of the 1975 regulations coincided with the establishment of the Development Branch of the Department of Co-operation and Co-operative Development with a mandate to help develop new cooperatives and provide on-going support. Individuals in the field attest to the tremendous support which was received from the Development Branch by their centres during this period (Bokshowan, personal communication, 1989).

The impact of the program on the quality of care is less clear. For one thing, most children who need day care are cared for in unlicensed settings, and the *Day Care Regulations* do not give the Day Care Branch the necessary authority to enforce licensing and inspection of private caregivers. For another, the effectiveness of regulations depends on the ability of the licensing agent to monitor and enforce them. The Day Care Branch was established with a staff consisting of a director and eight workers responsible for all of the province. In spite of an expanding workload, this staff complement remained unchanged through the 1970s. By 1980 many providers expressed dissatisfaction with their limited contact with branch personnel (*Saskatchewan, Day Care Review*, 1980, p. 37).

The standards for licensing focus on the minimum requirements to ensure the health and safety of children. The ability of parent boards to make sure that quality features are added to a program was questioned by Patrick Redican in an article he wrote in 1978 entitled "Report from Six Provinces." He stated that parent cooperatives were being used to subsidize the cost of day care and "...members spend most of their time dealing with financial problems, leaving little time for dealing with quality aspects such as program, nutrition and staff training" (Redican, 1978, p. 164).

The new program increased financial assistance to day care services through subsidies and grants. The government subsidizes users whose adjusted family income is below a certain level. Those with income above that level are eligible for partial subsidy, but there is a maximum income above which families are not eligible for subsidy. The day care fee is determined by the home operator or the centre board, and the maximum subsidy payable to a parent user is a percentage of that fee, with the result that a portion of the fee remains the responsibility of the parent regardless of income. By 1979 centre users were eligible for 90% of the fee or a maximum payment of \$150 for centres and \$120 for approved homes, whichever was the lesser. At that time, a family became eligible for subsidy when the adjusted family income was \$875 per month or less.

Eligible centres could receive start-up grants and annual grants for equipment or renovation. In 1976/77 centres also became eligible for special supervision grants to cover the staffing and equipment costs of including handicapped children in a program.

Provincial government expenditures on day care increased enormously during the 1970s--from \$18,854 in 1971 to \$2,783,243 in 1980. This represents an annual average increase of 74.2% (see Table 2.1). In spite of this increase, the

government underspent its approved budget estimates an average of 39% per year between 1974 and 1978 (Martin, 1988, p. 16).

**Table 2.1**

**Day Care Expenditures for Centres and Homes**

Fiscal Year Ending	Grants <sup>1</sup>		Subsidies		Total	% Increase
	Centres	Homes	Centres	Homes		
1971	16,291	N/A	2,563	N/A	18,854	N/A
1972	29,409	N/A	11,113	N/A	40,522	115
1973	42,942	N/A	15,250	N/A	58,192	44
1974	41,426	N/A	22,274	N/A	63,700	9
1975	112,303	N/A	232,766	N/A	345,068	442
1976	101,256	N/A	352,011	N/A	453,267	31
1977	255,744	2,400	517,824	11,851	787,818	74
1978	48,340 <sup>1</sup>	11,150	1,146,856	124,605	1,330,953	69
1979	178,187 <sup>2</sup>	7,900	1,486,384	339,512	2,011,983	51
1980	216,283	5,600	1,982,140	579,220	2,783,243	38
Average Annual Growth Rate:	33.3%	32.6%	109.4%	265.6%		74.2%

<sup>1</sup> Includes start-up, renovations, equipment and special supervision grants.

<sup>2</sup> Includes training program grants.

Note: In some fiscal years, the amount budgeted for day care was not always expended.

Sources: Saskatchewan. Department of Social Services. (1990). *Annual Reports*.  
Saskatchewan. Department of Social Services, Day Care Section. (1989). *Unpublished statistics*.

The total cost of day care during the 1979/80 year was estimated at \$5,650,000. Parent users contributed 46.8% of this total, and the federal and provincial governments together contributed 53.2%. Of this cost to government, 85.2% was paid in the form of parent subsidies (*Saskatchewan, Day Care Review*, 1980, p. 108).

Government policy resulted in an increase in licensed spaces but not at a rate comparable to the increase in expenditures. In 1971 there were 30 centres offering 636 spaces and in 1980, 56 centres and 2,243 spaces. This represents an average annual increase of 15%. Spaces in approved homes increased at a rate of over 200% per year between 1976 and 1980 to a total of 556 (see Table 2.2). However this increase in spaces did not keep pace with demand. The *Needs Study* (Sample Survey and Data Bank Unit, 1978) found that 91.9% of the province's children who required care were in unregulated settings, even although most parents would have preferred otherwise. The number of spaces needed at that time was estimated to be 14,227 (*Saskatchewan, Day Care Review*, 1980, p. 128). The licensed spaces available also fell far short of the number promised by the Honourable Wes Robbins in the 1974 budget debate. He said that the government's program would provide 13,500 spaces by 1979 (Martin, 1979, p. 9). By the end of the decade Saskatchewan shared with Quebec the record of having the fewest number of licensed spaces per 1,000 children under age 13 of any province in Canada (see Table 2.3) (*Saskatchewan, Day Care Review*, 1980, p. 27).

Table 2.2

Day Care Spaces by Centres/Homes

Fiscal Year Ending	Day Care Centres		Family Day Care Homes	
	Spaces	Annual % Increase	Spaces	Annual % Increase
1971	636	N/A	N/A	N/A
1972	691	9	N/A	N/A
1973	884	28	N/A	N/A
1974	963	9	N/A	N/A
1975	1,320	37	N/A	N/A
1976	1,481	12	6	N/A
1977	1,838	24	117	1,850
1978	1,803	-2	336	187
1979	1,957	9	526	57
1980	2,243	15	556	6
Average Annual Growth Rate		15.0		210.3

Sources: *Saskatchewan, Department of Social Services. (1990). Annual Reports.*  
*Saskatchewan, Department of Social Services, Day Care Section. (1989). Unpublished statistics.*

Table 2.3

Absolute Number of Spaces and Spaces Per 1000 Children by Province, Circa 1980

Province	Day Care Spaces	No. of Spaces per 1000 Children Under 13
British Columbia	22,600	45
Alberta	15,900	37
Saskatchewan	2,799 <sup>1</sup>	13 <sup>1</sup>
Manitoba	5,300 <sup>2</sup>	24 <sup>2</sup>
Ontario	63,600	36
Quebec	17,100 <sup>3</sup>	13 <sup>3</sup>
New Brunswick	3,120	19
Nova Scotia	8,500	45

<sup>1</sup> Excludes spaces in Department of Northern Saskatchewan.

<sup>2</sup> Excludes Winnipeg spaces.

<sup>3</sup> Excludes family day care, school age care and kindergartens.

Sources: *Saskatchewan, Department of Labour, Women's Division. (1980). Questionnaire returns. Interprovincial Comparison - Day Care Facilities, Licensed Full Day Program.* Price Waterhouse Associates.

Geographic accessibility appears to have improved during the 1970s. In 1971 there were licensed services in six of the province's cities. By 1980 centres were located in 16 cities and towns and approved homes in an additional 10 locations. However, several categories of children were identified as having limited access to regulated day care space--infants, school-age, special needs, and native children (*Saskatchewan, Day Care Review*, 1980, p. 79).

The 1970s was a volatile period in Saskatchewan day care history. Between 1971 and 1981, 36 day care centres were closed (Martin, 1989, p. 18). Many did not survive their first year in operation. The November 29, 1976 issue of the *Saskatoon Star Phoenix* reported the closure of two of these centres. The article

cites reasons for these closures: the inability of parent members to run centres as cooperatives and the unionization of some centres. Some parents felt that the effect of unionization was to place staff and parents in two opposing camps. The union representative took the position that "...the existing day care system places too heavy a management burden on parent-run cooperatives and provides inadequate funding. Day care workers should be able to negotiate with government...." (*Saskatoon Star Phoenix*, 1976).

Marlene Bokshowan has been director of the Parents Day Care Co-operative since 1975. She feels that day care tended to attract workers who identified with anti-establishment causes and this, at times, resulted in conflict within the centres. Bokshowan also feels that centres failed because many directors found themselves in a management position without the requisite training and support to run a business successfully (Bokshowan, personal communication, 1989).

By 1980 the family day care home program was providing 20% of the available spaces. At that time, however, the estimated rate of annual turnover amongst providers of day care homes was 33.3%. Lack of benefits such as unemployment insurance, sick leave, and pensions, together with long hours and low hourly returns, were thought to be factors contributing to this instability. In addition, family home providers worked in isolation without the benefit of a support network (*Saskatchewan, Day Care Review*, p. 48).

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## The 1980s

Following the implementation of the 1974 program, a series of government-initiated studies attempted to assess its impact. The Day Care Users Survey in 1977 and the *Day Care Needs and Demands Study Report* (Sample Survey and Data Bank Unit, 1978) yielded data about day care users, their satisfaction with services, their care preferences, and the potential need for spaces. In 1979 an interdepartmental committee conducted a comprehensive review. The resulting study, the *Day Care Review* (Saskatchewan, 1980), included an examination of government policies, a review of the administration of those policies in relation to the province's need for services, and recommendations for day care policy in the 1980s. The review committee used data from the earlier studies, conducted interviews and surveys, and solicited briefs from the day care community. The committee also held public meetings in response to a request from a coalition of groups brought together by the Community Development Program of the Saskatoon Region Community College.

The review committee completed its work in 1980 and concluded that the development of new spaces had not kept pace with the growing need. The committee stated that "...more and more families with young children are experiencing difficulty with purchasing quality day care, due to their low incomes and [the] ever rising cost of day care. The affordability of day care is a major issue requiring financial participation and commitment on the part of the Saskatchewan government" (*Saskatchewan, Day Care Review*, 1980, p. i-ii).

Labour and native groups, professional and advocacy associations, parents, and workers from approved homes and centres had presented briefs and made submissions to the review committee. In November 1980 the day care community responded to an appeal from the Saskatoon-based group, Action Child Care, and united to stage the largest day care rally in Saskatchewan's history. Outside the centre where the annual NDP convention was being held, 300 people gathered to protest what was felt to be the government's failure to respond to the needs outlined in the *Day Care Review*.

The Blakeney government did not revise its day care policy, but expenditures on grants and subsidies were doubled during the 1981/82 fiscal year. Spaces increased by 20% that year and 22% the following year. In addition, a 2-year preservice training program was introduced by the Department of Education.

Preservice training in early childhood education had been advocated since the early 1970s (Norman, 1982). In 1980 the *Day Care Review* found that day care personnel lacked both experience and specialized training. The training required under the *Day Care Regulations* applied only to centre staff and consisted of a 42-hour inservice course. By 1980 a significant number of caregivers had not completed this course, and many felt that it was inadequate (*Saskatchewan, Day Care Review*, 1980, pp. 66-68). These misgivings were consistent with growing research evidence of the importance of training in early childhood education for the quality of care provided by staff.

An advisory board was established by the Minister of Education with responsibility for developing guidelines for a Child Care Worker Program at Kelsey Institute in Saskatoon. (In 1983 the name of the program was changed to Early Childhood Development.) The advisory board's guidelines included the following recommendations.

- Training should prepare graduates to work in a variety of early childhood education settings.
- Training should be Kelsey-based with an out-reach system that uses the community colleges to extend training opportunities throughout the province.
- The program should include training at both the 1-year certificate level and the 2-year diploma level.
- An advisory committee should be chosen to represent a cross-section of the needs and concerns of the potential clientele.

Margaret Neil, a social worker with experience as a day care director and an active member of professional and advocacy associations, was named to head the program. With a staff of two additional instructors, she developed a program according to the guidelines established by the board, and the first 20 students were enrolled in the fall of 1981. Although the staff has changed and course content has evolved in response to changing needs, the ECD program continues to be one of the most popular programs available to post-secondary students entering the province's institute and community college system.

Although the impact of ECD training on the quality of care and the development of professionalism in the province has not been measured objectively, the influence of this training can be inferred. Practical experience is built into the program by virtue of the fact that students must spend a third of each year working in child care placements throughout the province. Child care providers have opened their centres and their homes to students, thereby facilitating an on-going exchange of information and ideas. Most students have found employment in day care centres, but approved homes, preschools, and hospital and early intervention programs have also provided employment opportunities. Many centres, particularly in the cities, advertise for new personnel with a minimum of 2 years ECD training. Jane Wolf, with her years of experience as a child care director, is unequivocal: "Training has made a tremendous difference in the quality of care we give. I can't say enough about how much easier my job is as a director" (Wolf, personal communication, 1989). However, the provincial regulations have yet to be upgraded to recognize the ECD program as the minimum level of training required for child care workers.

The University of Regina and the University of Saskatchewan in Saskatoon offer specialization in early childhood education as part of a Bachelor of Education degree. These programs train students primarily for employment in the province's school systems, although a number of graduates work in day care facilities. Both university preschools, which were established to provide on-site training for students, have now been closed.

In 1982 the Progressive Conservative government of Premier Grant Devine took office. The following year the new Minister of Social Services, the Honourable Gordon Dirks, called for another review of day care, this one to be coordinated by his legislative secretary, Jo-Ann Zazelenchuk. A discussion paper was prepared outlining the issues to be addressed, and public hearings were held. In June of 1984 the Zazelenchuk report, *Directions for Child Care in Saskatchewan*, was released. This report reviewed the financial input of government in relation to existing spaces and needs and recommended that "limited private day care modes" be introduced in order to meet the need for more spaces and give parents more options in choosing care (Zazelenchuk, 1984, p. 20).

Day care advocacy groups mounted a campaign against the recommendation to introduce private centres, and the Devine government took no action to change day care policy at that time. Expenditures on day care reflected the worsening Saskatchewan economy, which was plagued by declining world markets for its products, high interest rates, and drought. In 1986 the government replaced the annual equipment grant with a per-space operating grant which centres received monthly and homes annually. As a result, the proportion of funding paid directly to services increased in relation to user subsidy payments (see Table 2.4).

**Table 2.4**

**Child Care Expenditures and Spaces, 1974/75 - 1988/89**

Year	Spaces	Percentage Increase Over Previous Year	Grants \$	Subsidies \$
1974/75	1320	N/A	112,303	232,766
1975/76	1499	14	101,255	352,010
1976/77	1961	31	258,143	529,674
1977/78	2156	10	59,490	1,271,461
1978/79	2505	16	186,086	1,825,895
1979/80	2791	11	201,538	2,526,108
1980/81	3263	17	345,664	2,906,785
1981/82	3914	20	864,264	5,322,835
1982/83	4777	22	728,430	7,664,355
1983/84	5066	6	734,376	8,580,981
1984/85	5453	8	859,830	9,824,650
1985/86	5524	1	785,030	10,270,400
1986/87	5748	4	1,306,790	10,318,200
1987/88	5628	(2)	1,244,660	11,135,963
1988/89	5492 <sup>1</sup>	(2.5)	1,403,911	10,595,261

<sup>1</sup> Under development as of March 31, 1989 - 547 new spaces.

Note: Figures appearing in parenthesis represent decreases.

Sources: Saskatchewan. Department of Social Services. (1990). *Annual Reports*.

Saskatchewan. Department of Social Services, Day Care Section. (1989). *Unpublished statistics*.

All users of licensed services who qualify financially are entitled to receive a subsidy, and it appears as though the government has tried to control expenditures under this policy by limiting the licensing of new spaces. Since 1984 the number of spaces available in centres or homes has increased very little. In addition, the maximum subsidy payable has remained at \$235 since 1982 (See Tables 4 and 5). Between 1982 and 1988 the user fee (provincial average) for homes increased from \$250 to \$300 and for centres from \$210 to \$300 (Martin, 1988, p. 31).

Table 2.5

Child Care Spaces in Saskatchewan 1974-1989

Year @ Mar.31	Number of Centres	Child Care Centre Spaces	Number of Homes	Family Home Spaces
1974/75	41	1320	N/A	N/A
1975/76	43	1493	2	6
1976/77	50	1858	44	103
1977/78	48	1803	112	353
1978/79	51	1979	159	526
1979/80	60	2243	166	548
1980/81	65	2929	175	613
1981/82	74	3098	233	816
1982/83	81	3373	294	1404
1983/84	79	3418	300	1648
1984/85	83	3620	324	1833
1985/86	84	3632	327	1892
1986/87	92	3698	345	2050
1987/88	92	3702	346	1926
1988/89	93	3710	297	1782

*Note:* Prior to 1984, northern Saskatchewan child care spaces and budget were included in the Department of Northern Saskatchewan. Responsibility for the northern child care program was transferred to Social Services in 1984. The first day care centre in northern Saskatchewan was licensed in 1974/75. Upon amalgamation in 1984, there were 8 centres and some family day care homes.

*Source:* Saskatchewan Social Services, Day Care Section. (1989). Unpublished statistics.

The *Child Care Act* was passed by the Saskatchewan legislature in 1989, and for the first time the province now has legislation which specifically addresses the issue of child care services. The significant provisions of the Act are explained by the Saskatchewan Department of Social Services as follows:

- **Mandatory licensing of all centres.** Although existing regulations were intended to cover this, the provisions were unenforceable; therefore numerous unlicensed centres operate in the province.
- **Creation of an offence for contravening the Act or regulations.**
- **Optional licensing for family child care homes caring for eight or fewer children.** If a home cares for more than eight children, the home must either acquire a license as a centre, reduce the number of children, or cease operations.
- **Ability to license centres operated by non-profit agencies and organizations.** Under existing regulations, the Minister must exempt such centres from the requirement for a parent-controlled board of directors.
- **Ability to license commercial centres.** The Act establishes requirements for a parent advisory committee if the centre does not have a parent majority on its board of directors.

- Ability of the Minister to designate a proportion of spaces in a facility for use by children whose parents are eligible for fee subsidies.
- Provisions for making regulations to govern all aspects of standards, licensing, operation of facilities, grants, and subsidies.

This provincial legislation was introduced in anticipation of the enactment of the federal legislation, Bill C-144, which would have allowed cost-sharing dollars to go to privately-run centres in the provinces. The 1988 federal election intervened, and Bill C-144 was not passed.

Other federal government policies have had an impact on developments in Saskatchewan during the past decade. The Task Force on Child Care, chaired by Dr. Katie Cooke, submitted its report in 1986 (Canada. Status of Women, 1986). Many Saskatchewan groups had submitted briefs to the Task Force, including Action Child Care, Saskatchewan Action Committee on the Status of Women, Saskatchewan Government Employees Union, Saskatchewan Working Women, and Jo-Ann Zazelenchuk. In 1985 a parliamentary task force, the Special Committee on Child Care, was established. During the hearings held in Saskatchewan, 59 groups and individuals presented briefs. The government of Saskatchewan's brief was called "Future Directions for Day Care in Saskatchewan." (Saskatchewan, 1986, June).

The Child Care Initiative Fund (CCIF), which is administered by Health and Welfare Canada, has been used by a number of groups to establish innovative programs in the province. These include a special needs demonstration project, in-home emergency care, the placement of a day care resource person with the public library in Regina, a native child care program, and conferences.

In addition to changes in government policy during the 1980s, there have also been significant developments among professional and advocacy groups. The Saskatoon Community Development Program, which had organized concerned groups to lobby for public hearings before the Day Care Review Committee, went on to organize an advocacy group called Action Child Care. This advocacy group engaged in public education and extensive lobbying for increased government funding. In the view of Judith Martin, Action Day Care was instrumental in convincing the government to double the 1981 day care budget. Action Child Care also played a key role in the founding convention of the Canadian Day Care Advocacy Association in Winnipeg in 1982. It obtained funding to send a delegation of 60, and Martin became the first national chairperson.

The Regina Day Care Association opened an office in 1984 and issued bimonthly newsletters. Day care directors in the Regina-Moose Jaw and Saskatoon districts organized for support and advocacy purposes. Approved home operators have formed community-based organizations which act as support groups; they have also arranged inservice training, issued regular newsletters and sponsored special celebrations for the families who use their services. In 1984, labour, women's groups, and day care groups in Regina organized the Regina Day Care Coalition to lobby against the introduction of for-profit day care centres.

Throughout this decade, day care advocacy groups have responded quickly to child care issues and events. They called for public participation in the 1984 review, pressured the government to provide open meetings, and reacted to the report when it was released. They presented briefs to the parliamentary task force (Special Committee on Child Care) in 1986 and submitted critiques in

response to the committee report in 1987. During the 1986 election, advocacy groups produced information kits and issued papers, organized all-candidate meetings, and participated in radio and TV talk shows. The Regina Day Care Coalition launched balloons and issued fliers bearing the slogan "pin your vote on day care."

Martin believes that the Saskatchewan day care advocacy movement matured politically during the 1980s and is responsible for transforming child care into a popular public issue. She claims that "The advocacy movement developed an analysis which clearly linked the deficiencies with respect to the quality of day care to the fact that it had been developed as a user-fee service. This made it easier to justify and explain the rationale for universal funding" (Martin, 1989).

One of the most important events of the 1980s has been the founding of the Saskatchewan Child Care Association (SCCA) in January 1988. The day care community has recognized the need for a provincial organization for many years, but earlier efforts failed due to the diversity within the movement and the distances between centres. The SCCA grew out of a federally-funded Action Child Care project which surveyed need, solicited input, and attempted to build bridges between the different areas of the province and between the different groups such as approved home operators, centre staff, advocates, parents, and educators. The association has adopted goals which are concerned with status and standards within the profession as well as with advocacy and public awareness. Using Secretary of State funding, the SCCA has established an office in Saskatoon staffed by a paid co-ordinator and has undertaken projects such as the distribution of a regular newsletter to members, conference sponsorship, and outreach workshops.

Groups whose needs are particularly poorly served, such as rural and native families, have also been involved in day care advocacy during the past decade. Roughly half of Saskatchewan's population lives outside the major urban centres, but only 20% of the licensed spaces are available to these families. More and more rural women are either working off the farm to supplement family income or are directly involved in farming operations. Many women are forced to choose between taking their children with them while doing farm work or leaving them unsupervised in the house. Farming now involves the use of large machines and dangerous chemicals, and accident statistics reflect these circumstances. Between 1979 and 1984, the following numbers of children were hospitalized due to farm accidents:

- newborn to 4 years--93.
- 5 to 14 years--324 (Women's Legal Education Fund Saskatchewan Branch, 1989).

Native groups have been asking throughout this decade for day care services appropriate to the needs of their families. While there are native centres in Regina, Saskatoon, and several other communities, there are none on native lands under federal jurisdiction. In 1981 the Saskatchewan Native Day Care Committee was organized to address the need for services to native families. The committee identified two objectives for these services: to make it possible for parents to pursue training and to provide a type of care that would instill a cultural awareness and pride in young children. In the late 1980s, the Meadow Lake Tribal Council launched a CCIF-funded proposal to provide day care services to nine bands within the area in conjunction with a 4-year training program.

Annual provincial day care conferences have been held in Saskatchewan since the late 1970s. Originally funded and arranged by the Day Care Branch of the Department of Social Services, the conferences are now organized by day care staff and parents from within the hosting community, and they have become self-supporting. Keynote speakers in recent years have included such well-known figures as Kathleen Gallagher Ross, Dr. Chris Nash, Sandra Griffin, Dr. Betty Jones, and Dr. Margie Mayfield. Conferences in the late 1980s have attracted close to 600 registrants from the child care field.

Today, Saskatchewan has many high-quality day care services. In spite of limited financial resources, parents have invested the time and effort necessary to bring stability to a system that depends on their input, and caregivers in homes and centres are daily demonstrating that they are skilled professionals.

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## PERSONAL COMMUNICATIONS

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Marlene Bokshowan, President, Saskatchewan Child Care Association, and Day Care Centre Director, Saskatoon.

Demi Dunlap, Principal, Saskatoon Public School

Irma Fuentealba, Program Co-ordinator, Gabriel Dumont Institute

Connie Hovdebo, Chairperson, Family Day Home Association

Jean MacPherson, Member of Saskatchewan Child Care Association

Dr. Millicent Marshall, Professor of Education, University of Saskatchewan

Judith Martin, Former Chairperson, Day Care Advocacy Association, Administrator, Community Health Services, and founding member of Action Child Care.

Tara Truemner, Senior Policy Analyst, Child Care Branch, Department of Social Services

Janice Turner, Policy Analyst, Department of Justice, founding member of Saskatchewan Child Care Association, and Saskatchewan representative to the Canadian Day Care Advocacy Association

Jane Wolf, Day Care Centre Director, Regina

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## Chapter 3

### AN OVERVIEW OF CHILD CARE LEGISLATION IN SASKATCHEWAN

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The following section provides an overview and brief discussion of:

1. the roles and responsibilities of the various government ministries responsible for child care programs in Saskatchewan.
2. relevant legislation with respect to child care facilities and the training and certification of early childhood education practitioners.
3. the overall capacity of child care facilities and availability of child care spaces.
4. the availability of specialized child care programs, such as special needs care and native programs.
5. government subsidies and grants available for Saskatchewan families and for centre operators.
6. the cost of child care.
7. wages and working conditions for early childhood education practitioners in Saskatchewan.
8. professional and other organizations providing support services to the child care community.

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#### Provincial Organizational Structure and Legislation for Child Day Care

Child care programs are licensed and funded by the Saskatchewan Department of Social Services (see Appendix A for a glossary of care types). Prior to 1975, limited legislative authority to monitor child care services was provided by the *Child Welfare Act* (1969). In 1975 the *Day Care Regulations* were introduced to day care homes. As well as governing grants and subsidies, the regulations provide standards for licensing and approval.

Child care funding in Saskatchewan is centrally administered. Subsidies and grants are managed by a provincial unit located in Regina. Licensing and consultative services are provided regionally. Regional offices are located in Regina, Saskatoon, and LaRonge with sub-offices in Moose Jaw and Prince Albert (for further details about Saskatchewan child care programs see Appendix A).

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### Day Care Program

The Day Care Program is administered by the Department of Social Services under the legislative authority of the *Family Services Act* (1975). The *Day Care Regulations* were approved by order-in-council 1239/75 and gazetted September 5, 1975 pursuant to Section 87 of the *Family Services Act* (1975), which gives the Lieutenant Governor the power to make regulations.

The program has two main purposes:

1. to facilitate the development of alternate child care options for parents who require day care services.
2. to provide financial assistance to families with limited income who require day care services as a support to employment, education, or training or as a result of a special assessed need.

The Day Care Program has 31 employees and two functional units: development and subsidy payments. The staff component is broken down as follows: three central office staff, 18 subsidy-unit staff, eight development staff, and one clerical/receptionist position in each of the Regina, Saskatoon, and Prince Albert field offices. These offices are located as follows:

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- Regina Regional Day Care Staff  
1914 Hamilton Street  
Regina, Saskatchewan  
Phone: 565-4980
- Saskatoon Regional Day Care Staff  
122-3rd Avenue North  
Saskatoon, Saskatchewan  
Phone: 664-6071
- Prince Albert Regional Day Care Staff  
101-15th Street East  
Prince Albert, Saskatchewan  
Phone: 763-7444

The Day Care Branch licenses day care centres and approves family day care homes.

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### Child Care Services

The majority of Saskatchewan's child care services are offered in child care centres. Infant care is provided primarily in family day care homes with specialized pilot projects being developed to test new models of delivery. School-age care is offered in combined preschool and school-age centres as well as in exclusively school-age centres.

Table 3.1 shows the number of spaces available (total capacity) with the enrolment figures for 1988. Staff/child ratios are noted for each age group as well as maximum group size and facility size. Figures for the number of facilities by care type were not available.

**Table 3.1**
**Licensed Program Type by Relevant Characteristics**

Type	Child Age	Staff/ Child ratio	Maximum total group size	Maximum total no. of children per facility	Capacity	Enrolment 1988
<b>CDC</b>						
Infant	<18m	1:3	N/A	N/A	46	46
Toddler	18-30m	1:5	N/A	60		
Preschool	31m-6yrs	1:10	N/A	60	3,060 <sup>1</sup>	3,198 <sup>1</sup>
School Age	6-12yrs	1:15	N/A	60	616	656
<b>FDC</b>						
Infant/Toddler	6 weeks-30m	1:3	N/A	N/A	309	309
Preschool	31m-6yrs	1:5	8	N/A	1,245	1,245
School Age	6-12yrs	1:8	8	N/A	300	300

<sup>1</sup> Combined total for toddler/preschool. Separate breakdown not available.

Note: <18 month group care by special permission only.

Sources: Saskatchewan. Department of Social Services. (1975). *Day Care Regulations*.  
 Canadian National Child Care Study. (1988). *Provincial/Territorial Questionnaire*.  
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The 1975 *Day Care Regulations* restricted the licensing of child care services to non-profit parent-run organizations. Several centres which existed prior to implementation of the regulations continue to be licensed. Table 3.2 provides an overview of the number of spaces available under each auspice. Special needs programs are allocated 10% of child care spaces. Unlicensed private child care services are not currently monitored by the Department of Social Services. (The *Child Care Act* (1989) will require mandatory licensing for all centre-based services. Consequently, child care services will meet standardized licensing regulations regardless of auspices -- see Addendum, Chapter Five.)

**Table 3.2**
**Number of Spaces Available in Profit and Non-profit Licensed Facilities**

Type	Capacity	
	Profit	Non-Profit
<b>CDC</b>		
Infant	0	46
Toddler and Preschool	69	2,991
School Age	15	601

Source: Canadian National Child Care Study. (1988). *Provincial/Territorial Questionnaire*.

Table 3.3 displays the urban/rural distribution of licensed spaces. More than 50% of Saskatchewan's population live in rural communities of under 5,000 population. Approximately 17% of provincial child care services are available in these communities. Provincial child care development priorities emphasize the development of rural services.

Table 3.3

**Urban/Rural Distribution of Licensed Spaces**

	Rural (<5000)	Urban (>5000)
<b>Licensed: CDC</b>		
Infant	6	40
Toddler and Preschool	510	2550
School Age	57	559
<b>Licensed: FDC</b>		
Infant	62	247
Toddler and Preschool	248	988
School Age	60	240

Source: Canadian National Child Care Study. (1988). *Provincial/Territorial Questionnaire*.

**Funding of Child Care Services**

Currently, all licensed child care centres and all approved family child care homes are eligible for government funding. Eligible parents who meet the income requirements may apply to have a portion of their child care fee subsidized. A variety of grants are available to homes and centres. Parents using licensed child care centres or family child care homes may apply to have their child care fee subsidized if they require child care because of employment, education, or other special reasons. The amount of subsidy is calculated on a sliding scale based on gross family income, size of family, and child care fee. The cut-off for full subsidy in a two-parent or single-parent family is a gross monthly income of \$1,500 plus \$100 per child. For every \$40 the family earns over this amount, \$10 is deducted from the maximum amount available. If the family has two or three children in day care, the subsidy per child is reduced by approximately \$10 for every \$80 income or \$120 income respectively, beyond the cut-off point. For eligible families, the subsidy will pay 90% of the child care fee up to a maximum of \$235 per month per child.

Table 3.4 shows maximum subsidy rates and average monthly fees. The total number of children receiving subsidized care was not available.

Table 3.4

**Maximum Subsidy Rates and Average Fee per Month**

Types of Care	Maximum Subsidy \$	Average Fee per Month \$
<b>Licensed: CDC</b>		
Infant	235	N/A
Toddler	235	360
Preschool	235	354
School Age	235	246
<b>Licensed: FDC</b>		
Infant	235	315
Toddler	235	310
Preschool	235	308
School Age	235	280

Source: Saskatchewan. Department of Social Services, Day Care Branch. (1988, October 20). *Unpublished statistics*.

A variety of grants are available to centres and family child care homes to assist with on-going or specific child care expenses. The Saskatchewan Department of Social Services provides an operating grant of \$20 per licensed space per month to licensed, non-profit child care centres. The department also provides the following grants.

1. One-time start-up grants to non-profit child care centres and family day care homes in the amount of \$600 per space to cover expenses incurred in opening a new centre or expanding an existing centre and \$200 per licensed family day care home to purchase equipment and supplies.
2. Special supervision grants of \$200 per child per month to help meet supervisory costs incurred in caring for handicapped children.
3. Special needs equipment grants of \$50 per child per month to purchase special equipment needed for children with disabilities.
4. Family child care equipment grants of \$50 per space per year for the purchase of equipment and supplies after the first year of operation. The grant is calculated on the average number of children in attendance throughout the year.
5. Special northern grants.
  - Transportation subsidy grants of \$20 per user per month are available if required.
  - Training grants are available for the costs of staff, facilities, and resource people required to train child care staff in centres and homes.
  - Start-up grants of \$300 per family day care home are available on a one-time only basis.

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## Staff in Child Care

All centre-based child care workers are currently (1988) required to complete a 40-hour orientation to day care course. In addition, 1-year and 2-year early childhood development programs are offered by the Saskatchewan Institute of Applied Science and Technology.

Currently, training for providers of family day care home child care is not regulated, nor are there any training programs available in the province.

The minimum wage in Saskatchewan is currently (1988) \$4.50 per hour. Child care workers on average earn \$7 per hour. Wages and benefits available to child care workers are determined by the non-profit parent boards who govern the centres.

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## Child Care Associations

The Saskatchewan Child Care Association and Regina Day Care Directors Incorporated are volunteer associations which promote professional interests and professional development for individuals working in the child care field. In addition, approximately five other associations represent early childhood education interests in Saskatchewan:

- Regina Day Care Association.
- Regina Family Day Care Association.
- Moose Jaw Family Day Care Association.
- Saskatoon Family Day Care Association.
- Prince Albert Family Day Care Association.

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## Appendix A

### GLOSSARY OF DEFINITIONS

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Child care programs in Saskatchewan fall into two separate categories: licensed core care and supplemental care. Within each category, there are different types of programs.

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#### Types of Licensed Core Care

1. **Centre-based group day care (CDC)** is group care provided for children in a facility other than a private home. Group size may vary.
2. **Family day care (FDC)** is care for children in a private home other than the child's own home.
3. **Infant care** is care provided for children under the age of 18 months.
4. **Toddler care** is care provided for children 18 months to 30 months.
5. **Preschool-age care** is care provided for children age 31 months to 6 years.
6. **School-age care** is out-of-school care provided for children age 6 to 12 years.

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#### Informal Sector and Excluded Care

##### Informal Sector

Currently, the province does not define acceptable unlicensed care types. The proposed *Child Care Act* allows for unlicensed care for eight or less children provided child care regulations are met.

##### Excluded Care

Regulations exclude other programs of the department and those programs or services for children administered, licensed, or controlled by other departments or agencies of the Province of Saskatchewan.

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## Chapter 4

### AN OVERVIEW OF NATIONAL CHILD CARE SURVEY DATA FOR SASKATCHEWAN

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#### Introduction

As noted in the introduction of the CNCCS Provincial-Territorial series, *Canadian Child Care in Context: Perspectives from the Provinces and Territories*, parent survey data were collected in each of the provinces in the fall of 1988. The sampling methodology employed was that of the on-going Statistics Canada Labour Force Survey (LFS) which routinely collects data in each of the provinces, but not in either territory. In order to create a large enough sample in each of the provinces to make certain reliable statements regarding child care usage for the total population (population estimates) the standard monthly LFS sample was augmented with additional rotation groups to create an appropriate sample size for the purposes of the Canadian National Child Care Study (see the *CNCCS Introductory Report*, Lero, Pence, Shields, Brockman, & Goelman, 1992 for additional information on the methodology of the study).

This chapter, which is based on data collected for the Canadian National Child Care Study (CNCCS), will provide information on families and children in Saskatchewan, with some national perspectives as well. The information is presented in three sections which approximately correspond to three CNCCS Survey analysis sites:

- I. *Family composition and characteristics* data were developed at the University of Manitoba under the direction of Dr. Lois Brockman, principal investigator, and Ms. Ronald Abraham, analyst.
- II. *Parents and work* data were developed at the University of Guelph under the direction of Dr. Donna Lero, principal investigator and project director, and Dr. Sandra Nuttall, senior data analyst.
- III. *Child care* data were developed at the University of British Columbia under the direction of Dr. Hillel Goelman, University of British Columbia, principal investigator, and Dr. Alan Pence, University of Victoria, principal investigator and project co-director. Senior analysts at University of British Columbia were Dr. Jonathan Berkowitz and Dr. Ned Glick.

In reading the following information it should be understood that the data represent a "snapshot" of Canadian life, the experiences of one week in the lives of interviewed families. But from this one week a composite picture of Canadian families and their child care experiences can be constructed. The sample size of 24,155 interviewed families with 42,131 children 0-12 years of age is sufficiently large to generate precise population estimates for the whole of the country and for each of the provinces. The sample represents 2,724,300 families nation wide with 4,658,500 children under the age of 13 years.

The data presented in the following sections are fundamentally of two forms: 1) numbers of families, and 2) numbers of children in those families. (Please note that in reviewing the Chapter 4 tables, numbers have been rounded and therefore totals and percentages may not reconcile.) This report uses age breakdowns similar to those utilized in the *Status of Day Care in Canada* reports (1972 - present) published annually by Health and Welfare Canada: 0-17 months, 18-35 months, 3-5 years, 6-9 years, 10-12 years. A glossary of terms used in this chapter is provided in the Appendices to the volume.

The survey data presented in this chapter should be read in the social, historical and legislative context provided in the other chapters of the Saskatchewan Report. As noted earlier, each of the three sections, while focusing primarily on provincial data, will provide a brief overview of Canadian data as well, generally at the beginning of each section.

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## I. Family Composition and Characteristics

### Family Structure and Employment Status

#### 1. Canada

In the fall of 1988 there were 2,724,300 families with children 0-12 years of age living in Canada. Of these, 2,324,800 (85.3%) were two-parent families and the remaining 399,500 (14.7%) were one-parent families. Family status figures for Canada by one and two-parent configuration, employment status, and number of children 0-12 years of age are shown in Table 4.1.

Both parents were employed in 1,341,500 (57.7%) of two-parent families, one parent was employed in 895,900 (38.5%) of these families, and neither parent was employed in 87,400 (3.8%) of the two-parent families. In one-parent families, the parent was employed in 217,900 (54.5%) of cases; the remaining 181,600 (45.5%) parents from one-parent families were not employed. (See glossary for definitions of terms used by the CNCCS).

Table 4.1

Family Structure and Employment Status of Parents by Number of Children 0-12 Years of Age in Canada

	Number of Children 0-12 Years of Age in Family			
	1	2	3 or more	Total
<b>Two-parent families</b>	<b>1,007,700</b>	<b>971,300</b>	<b>345,800</b>	<b>2,324,800</b>
Both parents employed	618,100	560,200	163,200	1,341,500
One parent employed	349,300	379,100	167,600	895,900
Neither parent employed	40,300	32,100	15,000	87,400
<b>One-parent families</b>	<b>253,400</b>	<b>114,100</b>	<b>32,000</b>	<b>399,500</b>
Parent employed	149,800	56,400	11,800	217,900
Parent not employed	103,600	57,800	20,300	181,600
<b>All families</b>	<b>1,261,100</b>	<b>1,085,500</b>	<b>377,800</b>	<b>2,724,300</b>

The 2,724,300 Canadian families included 4,658,500 children 0-12 years of age. Of these children, 2,164,800 (46.5%) were 0-5 years of age and 2,493,700 (53.5%) were 6-12 years of age. A detailed description of the distribution of children in one and two-parent families, by age grouping, is shown in Table 4.2.

Of the total number of children 0-12 years of age living in Canada, during the reference week, 4,071,600 (87.4%) lived in two-parent families and 586,900 (12.6%) lived in one-parent families.

**Table 4.2**

**Number and Percentage of Children by Age Groups, in One And Two-Parent Families in Canada**

		Two-Parent Families	One-Parent Families	Total Number of Children
0-17 months	No.	509,500	49,600	559,100
	%	91.1	8.9	100.0
18-35 months	No.	476,600	55,300	531,900
	%	89.6	10.4	100.0
3-5 years	No.	939,900	133,900	1,073,800
	%	87.5	12.5	100.0
6-9 years	No.	1,238,700	198,100	1,436,800
	%	86.2	13.8	100.0
10-12 years	No.	906,900	150,000	1,056,900
	%	85.8	14.2	100.0
<b>Total</b>	<b>No.</b>	<b>4,071,600</b>	<b>586,900</b>	<b>4,658,500</b>
	%	87.4	12.6	100.0

Almost half (49.5%) of children 0-12 years of age lived in families in which both parents (in a two-parent family) or the single parent (in a one-parent family) were employed either full-time or part-time. The number of children in each age group with employed parents is presented in Table 4.3. More than one third (34.0%) of children 0-17 months of age lived in families in which both parents, or the one parent (in one-parent families), were employed full-time or part-time. This percentage increased to 58.1% for children 10-12 years of age.

Table 4.3

**Number and Percentage of Children, by Age Groups, and by the Employment Status of Parents in Canada**

		Parent(s) employed full-time <sup>1</sup>	Parent(s) employed part-time <sup>1</sup>	One parent p/t and one parent f/t	One parent f/t and one parent not employed	One parent p/t and one parent not employed	Parent(s) not employed <sup>1</sup>	Total
0-17 months	No.	103,500	11,800	75,200	260,500	25,300	82,700	559,000
	%	18.5	2.1	13.5	46.6	4.5	14.8	100.0
18-35 months	No.	131,300	13,600	85,500	212,600	20,000	68,800	531,900
	%	24.7	2.6	16.1	40.0	3.8	12.9	100.0
3-5 years	No.	279,300	30,300	195,100	393,900	41,000	134,200	1,073,900
	%	26.0	2.8	18.2	36.7	3.8	12.5	100.0
6-9 years	No.	439,500	43,200	282,600	462,700	46,300	162,500	1,436,800
	%	30.6	3.0	19.7	32.2	3.2	11.3	100.0
10-12 years	No.	383,900	34,100	196,700	302,400	28,900	111,000	1,056,900
	%	36.3	3.2	18.6	28.6	2.7	10.5	100.0
<b>Total</b>	<b>No.</b>	<b>1,337,500</b>	<b>133,000</b>	<b>835,100</b>	<b>1,632,100</b>	<b>161,500</b>	<b>559,200</b>	<b>4,658,500</b>
	<b>%</b>	<b>28.7</b>	<b>2.9</b>	<b>17.9</b>	<b>35.0</b>	<b>3.5</b>	<b>12.0</b>	<b>100.0</b>

**Key:** <sup>1</sup> Columns one, two and six refer to two-parent families where *both* parents fit the employment description, and to one-parent families where the single parent fits the employment description. (Columns three, four and five refer only to two-parent families.)

## 2. Saskatchewan

There were 109,000 families with children 0-12 years of age living in Saskatchewan. Of these, 93,200 (85.5%) were two-parent families and 15,900 (14.5%) were one-parent families.

Both parents were employed in 57,800 (62.0%) of the two-parent families, one parent was employed in 32,100 (34.4%) of the two-parent families; and neither parent was employed in 3,200 (3.4%) of two-parent families. In one-parent families, the parent was employed in 9,100 (57.2%) of cases. The remaining 6,700 (42.1%) of parents from one-parent families were not employed.

Table 4.4

**Family Structure and Employment Status of Parents by Number of Children 0-12 Years of Age in Saskatchewan**

	Number of Children 0-12 Years of Age in Family			
	1	2	3 or more	Total
<b>Two-parent families</b>	<b>33,200</b>	<b>39,800</b>	<b>20,200</b>	<b>93,200</b>
Both parents employed	21,800	25,200	10,900	57,800
One parent employed	9,800	13,600	8,700	32,100
Neither parent employed	...	...	...	3,200q
<b>One-parent families</b>	<b>9,400</b>	<b>4,700</b>	...	<b>15,900</b>
Parent employed	5,800	2,600q	...	9,100
Parent not employed	3,600q	2,200q	...	6,700
<b>All families</b>	<b>42,600</b>	<b>44,500</b>	<b>21,900</b>	<b>109,000</b>

Table 4.5 indicates that a higher proportion of two-parent families than one-parent families living in Saskatchewan had two or more children 0-12 years of age. Conversely, a higher proportion of one-parent families than two-parent families had only one child 0-12 years of age. Relatively few, both one-parent (10.6%) and two-parent (21.7%) families, had three or more children 0-12 years of age.

**Table 4.5**

**Number of One and Two-Parent Families with Children 0-12 Years of Age in Saskatchewan**

	No.	Number of Children 0-12 Years of Age in Family			Total
		1	2	3 or more	
Number of two-parent families	No.	33,100	39,800	20,200	93,200
	%	35.6	42.7	21.7	100.0
Number of one-parent families	No.	9,400	4,700	...	15,900
	%	59.6	29.8	...	100.0
<b>Total</b>	<b>No.</b>	<b>42,500</b>	<b>44,500</b>	<b>22,000</b>	<b>109,000</b>
	%	39.0	40.8	20.2	100.0

The 109,000 families in Saskatchewan included a total of 203,700 children 0-12 years of age. The distribution of these children by age group and by family type is shown in Table 4.6. Of the 203,700 children 0-12 years of age, 179,100 (89.1%) lived in two-parent families and 24,600 (10.9%) lived in one-parent families. Almost half, 47.1%, of children in two-parent families and 45.1% of children from one-parent families were 0-5 years of age.

**Table 4.6**

**Number and Percentage of Children, by Age Groups, in One And Two-Parent Families in Saskatchewan**

		Two-parent families	One-parent families	Total number of children
0-17 months	No.	22,100	2,400q	24,500
	%	91.2	9.8	100.0
18-35 months	No.	20,700	2,300q	23,000
	%	90.0	10.0	100.0
3-5 years	No.	41,500	6,400	47,900
	%	86.6	13.4	100.0
6-9 years	No.	54,300	8,500	62,800
	%	86.5	13.5	100.0
10-12 years	No.	40,600	4,900	45,500
	%	89.2	10.8	100.0
<b>Total</b>	<b>No.</b>	<b>179,100</b>	<b>24,600</b>	<b>203,700</b>
	%	89.1	10.9	100.0

### Urban and Rural Families

The CNCCS Survey collected information on the location of families and children within each of the provinces. Regions of each province were described on the basis of population size and density. A rural area was defined as a territory lying outside urban centres and with populations of less than 15,000. Urban centres were classified as either "large urban centres" with populations of 100,000 or greater, or as "mid-sized urban centres" with populations ranging from 15,000 to 99,999.

Almost half, (45.5%) of families in Saskatchewan with children 0-12 years of age lived in rural areas. A further 38.0% of families with children 0-12 years of age lived in large urban centres, and the remaining 16.6% lived in mid-sized urban centres. Table 4.7A presents Saskatchewan data while Table 4.7B represents comparable data on Canada.

**Table 4.7A**

**Number and Percentage of Families, by Numbers of Children 0-12 Years of Age in the Family, Living in Rural and Urban Saskatchewan**

		Number of Children 0-12 Years of Age in Family			
Number of families in:		1	2	3 or more	Total
Large urban centres (100,000 and more)	No.	18,600	16,600	6,200	41,400
	%	44.9	40.0	15.1	100.0
Mid-size urban centres (15,000-99,999)	No.	6,900	8,000	3,200q	18,100
	%	38.1	44.1	17.8	100.0
Rural areas (less than 15,000)	No.	17,100	20,000	12,500	49,600
	%	34.5	40.3	25.2	100.0
<b>Total</b>	<b>No.</b>	<b>42,600</b>	<b>44,600</b>	<b>21,900</b>	<b>109,000</b>
	<b>%</b>	<b>39.1</b>	<b>40.9</b>	<b>20.0</b>	<b>100.0</b>

**Table 4.7B**

**Number and Percentage of Families, by Numbers of Children 0-12 Years of Age in the Family, Living in Rural and Urban Canada**

		Number of Children 0-12 Years of Age in Family			
Number of families in:		1	2	3 or more	Total
Large urban centres (100,000 and more)	No.	770,200	606,100	190,700	1,567,000
	%	49.1	38.7	12.2	100.0
Mid-size urban centres (15,000-99,999)	No.	164,300	145,600	49,000	358,900
	%	45.8	40.6	13.6	100.0
Rural areas (less than 15,000)	No.	326,500	333,800	138,100	798,400
	%	40.9	41.8	17.3	100.0
<b>Total</b>	<b>No.</b>	<b>1,261,100</b>	<b>1,085,500</b>	<b>377,800</b>	<b>2,724,300</b>
	<b>%</b>	<b>39.8</b>	<b>39.8</b>	<b>13.9</b>	<b>100.0</b>

Table 4.8 provides information on age groups living in rural and urban Saskatchewan. The 49,600 families in rural Saskatchewan included 98,400 children 0-12 years of age (2.0 children per family). The 18,100 families in mid-sized urban areas included 33,300 children 0-12 years of age (1.8 children per family); and in large urban centres the 41,400 families included 72,000 children 0-12 years of age (1.7 children per family).

A higher proportion of children living in rural areas of Saskatchewan were 6-12 years than were children living in urban areas. Of the 98,400 children 0-12 years of age in rural areas, 54,900 (55.8%) were 6-12 years of age. By comparison, 17,000 (51.1%) of children 0-12 years of age in mid-sized urban areas and 36,400 (50.6%) of children in large urban centres were 6-12 years of age.

Complementing this trend of higher percentages of older children living in rural areas, a higher percentage of children 0-3 years were living in urban areas. Of the 72,000 children 0-12 years of age who lived in large urban areas, 18,700 (26.0%) were 0-35 months of age, compared with 20,700 (21.0%) of the 98,400 children in rural areas.

**Table 4.8**

**Number of Children, by Age Groups, Living in Rural and Urban Saskatchewan**

Ages of children		Number of Children Living in			
		Large urban centres (100,000 and more)	Mid-size urban centres (15,000-99,999)	Rural areas (15,000 and less)	Total
0-17 months	No.	9,900	4,100	10,500	24,500
	%	40.4	16.7	42.9	100.0
18-35 months	No.	8,800	3,900q	10,200	22,900
	%	38.4	17.0	44.5	100.0
3-5 years	No.	16,800	8,200	22,800	47,800
	%	35.1	17.2	47.7	100.0
6-9 years	No.	21,200	9,700	31,800	62,700
	%	33.8	15.5	50.7	100.0
10-12 years	No.	15,200	7,300	23,100	45,600
	%	33.3	16.0	50.7	100.0
<b>Total number of children</b>	<b>No.</b>	<b>72,000</b>	<b>33,300</b>	<b>98,400</b>	<b>203,700</b>
	<b>%</b>	<b>35.3</b>	<b>16.3</b>	<b>48.3</b>	<b>100.0</b>

### Special Needs

Tables 4.9 and 4.10 provide information on families in Saskatchewan which included at least one child 0-12 years of age with special needs. In the CNCSS, a child with special needs was defined as a child with a long-term disability, handicap or health problem.

Of the 109,000 families with children 0-12 years of age living in Saskatchewan, 10,600 (9.7%) included at least one child with special needs. Of these families with a special needs child, 3,100 (29.2%) had only one child, and 7,500 (70.8%) included two or more children, as compared with the overall Saskatchewan figures of 39.0% of families with one child and 61.0% with two or more children 0-12 years of age.

Table 4.9

**Number of Families which Include At Least One Child 0-12 Years of Age With Special Needs in Saskatchewan by number of Children in the Family**

Number of children in family:		Number of families with special needs child(ren)	Number of families with no special needs child(ren)	Total number of families
1 child	No.	3,100q	39,400	42,500
	%	7.3	92.7	100.0
2 children	No.	4,500	40,000	44,500
	%	10.1	89.9	100.0
3 or more children	No.	3,000q	19,000	22,000
	%	13.6	86.4	100.0
<b>Total</b>	<b>No.</b>	<b>10,600</b>	<b>98,400</b>	<b>109,000</b>
	<b>%</b>	<b>9.7</b>	<b>90.3</b>	<b>100.0</b>

A total of 11,900 children 0-12 years of age with special needs were living in Saskatchewan. The age distribution of these children is shown in Table 4.10. These 11,900 children comprised 5.8% of the 203,700 children 0-12 years of age living in Saskatchewan. However, the percentage of children with special needs was not constant across all age groups. For example, approximately 5.3% of children in the 3 year age span of 0-35 months of age in Saskatchewan were described as having special needs, compared with 4.6% of children in the older 10-12 age group.

Table 4.10

**Number of Children 0-12 Years of Age With Special Needs in Saskatchewan**

		Number of children with special needs	Number of children with no special needs	Total number of children
0-17 months	No.	...	23,600	24,500
	%	...	96.5	100.0
18-35 months	No.	...	21,300	23,000
	%	...	92.6	100.0
3-5 years	No.	2,900q	45,000	47,900
	%	6.1	93.9	100.0
6-9 years	No.	4,300	58,500	62,800
	%	6.8	93.2	100.0
10-12 years	No.	2,100q	43,400	45,600
	%	4.6	95.4	100.0
<b>Total number of children</b>	<b>No.</b>	<b>11,900</b>	<b>191,800</b>	<b>203,700</b>
	<b>%</b>	<b>5.8</b>	<b>94.2</b>	<b>100.0</b>

The second section of Chapter 4 will focus on *Parents and Work* data. As with the first section, an overview of Canadian data will be presented first with provincial data following.

## II. Parents and Work

The CNCCS Survey collected information on the employment status of parents within families which included at least one child 0-12 years of age. The focus of many of the following Tables is the employment status of the parent most responsible for making the child care arrangements. In the following text the term "Interviewed Parent" (IP) is used to indicate that parent. In two-parent families, in which child care arrangements were made jointly and equally, the female parent was designated as the IP. Employment status in this section is referred to by the terms full-time and part-time employment. Full-time employment refers to a person who was employed for 30 or more hours per week, and part-time employment refers to a person who was employed for less than 30 hours per week at all jobs.

### 1. Canada

Table 4.11 provides information on the employment status of parents in families which included children 0-5 and children 6-12 years of age. Both parents were employed in 743,200 (53.4%) of the 1,391,900 two-parent families which included at least one child 0-5 years of age. By comparison, 83,900 (43.0%) of parents were employed in one-parent families which included at least one child 0-5 years of age. The percentage of families in which both parents (in two-parent families) and the parent (in one-parent families) were employed increased in families in which there were no children 0-5 years of age. In the age group 6-12 years, both parents were employed in 598,300 (64.0%) of the 932,900 two-parent families, and 134,000 (65.5%) of parents were employed in one-parent families.

**Table 4.11**

**Employment Status of Parents With and Without Children 0-5 Years of Age in Canada**

	No.	Two Parent Families			One Parent Families		Total number of two parent and one parent families
		Both parents employed	One parent employed	Neither parent employed	Parent employed	Parent not employed	
Families with at least one child 0-5 years of age	No. %	743,200 46.8	593,200 37.4	55,500 3.5	83,900 5.3	110,900 7.0	1,586,700 100.0
Families with at least one child 6-12 years of age and with no children 0-5 years of age	No. %	598,300 52.6	302,700 26.6	31,900 2.8	134,000 11.8	70,700 6.2	1,137,600 100.0
Total	No. %	1,341,500 49.2	895,900 32.9	87,400 3.2	217,900 8.0	181,600 6.7	2,724,300 100.0

There were 2,724,300 families in Canada with children 0-12 years of age. As shown in Table 4.12, 1,168,200 (42.9%) of IP's from these families were employed full-time. A further 466,000 (17.1%) IP's were employed part-time and 1,090,200 (40.0%) IP's were not employed.

Table 4.12

**Employment Status of the Interviewed Parent With and Without Children 0-5 Years of Age in Canada**

		Employment Status of IP			
		Full-time	Part-time	Not employed	Total
IP with at least one child 0-5 years of age	No.	558,200	237,100	650,100	1,445,300
	%	38.6	16.4	45.0	100.0
IP with at least one child 6-12 years of age and with no children 0-5 years of age	No.	610,000	228,900	440,100	1,279,000
	%	47.7	17.9	34.4	100.0
<b>Total</b>	<b>No.</b>	<b>1,168,200</b>	<b>466,000</b>	<b>1,090,200</b>	<b>2,724,300</b>
	<b>%</b>	<b>42.9</b>	<b>17.1</b>	<b>40.0</b>	<b>100.0</b>

Of the 4,658,500 children 0-12 years of age in Canada, 1,841,300 (39.5%) lived in families in which the IP was employed full-time. A further 839,000 (18.0%) of children lived in families in which the IP was employed part-time. A total of 1,978,200 children (42.5%) lived in families in which the IP was not employed.

There were 2,164,800 children 0-5 years of age in Canada. Of these, 1,138,100 (52.6%) lived in families in which the IP was employed either full-time (35.5%) or part-time (17.1%). By comparison, of the 2,493,700 children 6-12 years of age, 1,542,100 (61.8%) lived in families in which the IP was employed either full-time (43.0%) or part-time (18.8%).

Table 4.13

**Number of Children by Age and the Employment Status of the Interviewed Parent in Canada**

		Employment Status of IP			
		Full-time	Part-time	Not employed	Total
0-17 months	No.	195,000	81,500	282,500	559,000
	%	34.9	14.6	50.5	100.0
18-35 months	No.	186,000	90,500	255,400	531,900
	%	35.0	17.0	48.0	100.0
3-5 years	No.	388,200	196,900	488,700	1,073,900
	%	36.2	18.3	45.5	100.0
6-9 years	No.	586,300	275,100	575,400	1,436,800
	%	40.8	19.1	40.0	100.0
10-12 years	No.	485,800	194,900	376,200	1,056,900
	%	46.0	18.4	35.6	100.0
<b>Total</b>	<b>No.</b>	<b>1,841,300</b>	<b>839,000</b>	<b>1,978,200</b>	<b>4,658,500</b>
	<b>%</b>	<b>39.5</b>	<b>18.0</b>	<b>42.5</b>	<b>100.0</b>

## 2. Saskatchewan

Table 4.14 provides information on the employment status of parents in families which included a youngest child 0-5 years of age and a youngest child 6-12 years of age. Both parents were employed in 32,600 (57.5%) of the 56,700 two-parent families which included at least one child 0-5 years of age. By comparison, 4,100 (46.1%) of parents were employed in one-parent families which included at least one child 0-5 years of age. The percentage of families in which both parents (in two-parent families) and the parent (in one-parent families) were employed, increased in families in which there were no children 0-5 years of age. In the age group 6-12 years, both parents were employed in 24,900 (69.0%) of the 36,100 two-parent families and 5,100 (71.8%) of parents were employed in one-parent families.

**Table 4.14**

**Employment Status of Parents With and Without Children 0-5 Years of Age in Saskatchewan**

	Two Parent Families			One Parent Families		Total number of two parent and one parent families	
	Both parents employed	One parent employed	Neither parent employed	Parent employed	Parent not employed		
Family with at least one child 0-5 years of age	No. %	32,600 49.9	21,700 33.0	2,400 3.7	4,100 6.2	4,800 7.2	65,800 100.0
Family with at least one child 6-12 years of age and with no children 0-5 years of age	No. %	24,900 57.7	10,400 24.1	800 1.9	5,100 11.7	2,000 4.6	43,300 100.0
Total	No. %	57,800 53.0	32,100 29.5	3,200 3.0	9,100 8.4	6,700 6.2	109,000 100.0

The employment status of the Interviewed Parent (IP) in families in Saskatchewan with children 0-12 years of age, is shown in Table 4.15. Of the total of 109,000 families with children 0-12 years of age in Saskatchewan, 43,700 (40.1%) of IPs were employed full-time, 26,000 (23.8%) were employed part-time, and 39,400 (36.1%) were not employed.

Of the 65,800 families in Saskatchewan with at least one child 0-5 years of age, 23,200 (35.3%) of the IPs were employed full-time and 15,700 (23.8%) were employed part-time. The remaining 26,900 (40.9%) IPs with children 0-5 years of age were not employed.

The percentage of IPs who were employed full-time and part-time was higher in families in which there were no children 0-5 years of age. Complementing this, a higher percentage of IPs were not employed in families in which there were children 0-5 years of age.

Table 4.15

**Employment Status of the Interviewed Parent With and Without Children 0-5 Years of Age in Saskatchewan**

Number of families	Employment Status of IP				Total
	Full-time	Part-time	Not Employed		
IP with at least one child 0-5 years of age	No.	23,200	15,700	26,900	65,800
	%	35.3	23.8	40.9	100.0
IP with at least one child 6-12 years of age and with no children 0-5 years of age	No.	20,500	10,300	12,500	43,300
	%	47.4	23.8	28.9	100.0
<b>Total</b>	<b>No.</b>	<b>43,700</b>	<b>26,000</b>	<b>39,400</b>	<b>109,000</b>
	%	40.1	23.8	36.1	100.0

Table 4.16 indicates the number and the ages of children by the employment status of the IP. Of the 203,700 children 0-12 years of age in Saskatchewan, 75,200 (36.9%) lived in families in which the IP was employed full-time and 50,500 (24.8%) lived in families in which the IP was employed part-time. A further 78,000 (38.3%) lived in families in which the IP was not employed.

There were 47,400 children 0-35 months in Saskatchewan. Of these, 27,200 (57.4%) lived in families in which the IP was employed either full-time (33.1%) or part-time (24.3%). By comparison, of the 45,600 children 10-12 years of age in Saskatchewan, 31,100 (68.2%) lived in families in which the IP was employed either full-time (42.5%) or part-time (25.7%).

Table 4.16

**Number of Children by Age Groups and the Employment Status of the Interviewed Parent in Saskatchewan**

	Employment Status of IP				Total
	Full-time	Part-time	Not employed		
0-17 months	No.	8,000	5,600	10,900	24,500
	%	32.9	22.7	44.4	100.0
18-35 months	No.	7,700	5,900	9,400	22,900
	%	33.4	25.8	40.8	100.0
3-5 years	No.	16,200	11,300	20,300	47,900
	%	33.9	23.7	42.4	100.0
6-9 years	No.	23,900	16,000	22,900	62,800
	%	38.0	25.5	36.5	100.0
10-12 years	No.	19,400	11,700	14,500	45,600
	%	42.5	25.6	31.9	100.0
<b>Total</b>	<b>No.</b>	<b>75,200</b>	<b>50,500</b>	<b>78,000</b>	<b>203,700</b>
	%	36.9	24.8	38.3	100.0

### **Family Income**

The income received by the Interviewed Parent and spouse or partner in two-parent families in 1987 is indicated in Table 4.17A (Saskatchewan) and Table 4.17B (Canada). The combined parental incomes reported in these tables include gross income from wages and salaries, net income from self-employment, transfer payments (such as UIC and Family Allowance), and other income sources (such as scholarships, and private pensions).

**Table 4.17A**

**Distribution of Families in Saskatchewan Across Selected Income Ranges Based on 1987 Combined Parental Income**

Combined Parental Income	Number and Percentage of Families		Cumulative Percentage
	No.	%	
Less than \$20,000	30,300	27.8	27.8
\$20,001-\$30,000	19,600	18.0	45.8
\$30,001-\$40,000	21,500	19.7	65.5
\$40,001-\$50,000	16,700	15.4	80.9
\$50,001-\$60,000	10,200	9.4	90.3
More than \$60,000	10,700	9.7	100.0
<b>Total</b>	<b>109,000</b>	<b>100.0</b>	

**Table 4.17B**

**Distribution of Families in Canada Across Selected Income Ranges Based on 1987 Combined Parental Income**

Combined Parental Income	Number and Percentage of Families		Cumulative Percentage
	No.	%	
Less than \$20,000	570,100	20.9	20.9
\$20,001-\$30,000	426,000	15.6	36.5
\$30,001-\$40,000	544,000	20.0	56.5
\$40,001-\$50,000	455,400	16.7	73.2
\$50,001-\$60,000	313,600	11.5	84.7
More than \$60,000	415,200	15.2	99.9
<b>Total</b>	<b>2,724,300</b>	<b>100.0</b>	

### **III. Child Care Arrangements**

The third and final section of this chapter will focus on child care arrangements used for two different purposes: (1.) subsection A will present data regarding various forms of care used during the reference week for more than one hour, regardless of the reason the care was used; and (2.) subsection B will present data on the form of care used for the greatest number of hours during that week and used solely for the purpose of child care while the IP was working or studying (in the CNCCS this is termed "primary care while the IP was working or studying"). Within subsection A ("all care used for more than one hour for any purpose") the following data will be presented:

1. total number of children using various care arrangements;
2. number of paid and unpaid child care arrangements; and
3. average number of hours children spent in various care arrangements.

Following the three aspects of "all care regardless of purpose", subsection B will focus on "primary care arrangements used while the IP was working or studying".

Canadian and Saskatchewan data and one and two-parent perspectives will be considered in the following section. In reviewing the following data please bear in mind that school is excluded as a caregiving arrangement in this analysis.

**A. All Care Used, Regardless of Purpose, For More Than One Hour During the Reference Week**

**Number of Child Care Arrangements**

**1. Canada**

Of the 4,658,500 children 0-12 years of age in Canada, 1,578,500 (33.9%) reported no supplemental (i.e. non-IP) child care arrangements (see glossary reference for supplemental care). Of those participating in supplemental child care, 1,770,000 (38.0%) were involved in only one child care arrangement and 1,310,000 (28.1%) were involved in two or more child care arrangements.

**Table 4.18**

**Number of Child Care Arrangements (Excluding School) For All Children 0-12 Years of Age in Canada<sup>1</sup>**

Number of Supplemental Care Arrangements						
		Care by IP only —	No supplemental care reported	1	2 or more	Total
0-17 months		No.	218,900	227,000	113,100	559,000
		%	39.2	40.6	20.2	100.0
18-35 months		No.	156,600	223,200	152,100	531,900
		%	29.4	42.0	28.6	100.0
3-5 years		No.	173,900	419,500	480,400	1,073,800
		%	16.2	39.1	44.7	100.0
6-9 years		No.	590,100	515,900	330,900	1,436,900
		%	41.1	35.9	23.0	100.0
10-12 years		No.	439,000	384,400	233,500	1,056,900
		%	41.5	36.4	22.1	100.0
<b>Total</b>		No.	<b>1,578,500</b>	<b>1,770,000</b>	<b>1,310,000</b>	<b>4,658,500</b>
		%	33.9	38.0	28.1	100.0

<sup>1</sup> Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

**2. Saskatchewan**

Of the 203,700 children 0-12 years of age in Saskatchewan 62,300 (30.6%) had no reported supplemental child care arrangements, and 141,400 (69.4%) were involved in one or more child care arrangements.

For Saskatchewan children 6-12 years of age, 68,500 (63.2%) were in one or more child care arrangements (excluding school). Of these, 27,600 (40.3%) had two or more arrangements.

For children 0-5 years of age, 22,500 (23.6%) had no reported supplemental care. Of the 72,800 children 0-5 years of age who were in one or more supplemental child care arrangements, 37,800 (51.9%) were in two or more arrangements during the reference week.

Children 0-17 months of age had the lowest proportion of multiple care arrangements compared to the other age groups (see Table 19). Of the 24,500 children in this age group, 6,600 (26.7%) were in more than one child care arrangement. By comparison, 7,300 (31.7%) children 18-35 months of age and 23,900 (50.0%) children 3-5 years of age were in more than one child care arrangement.

Children 0-17 months of age had the highest percentage of only one supplemental child care arrangement. Of the children 0-17 months of age in Saskatchewan, 9,900 (40.3%) children were in only one reported supplemental child care arrangement. This was slightly higher than the percentage of children in other age groups who were involved in only one reported supplemental child care arrangement.

Children 3-5 years of age in Saskatchewan participated in supplemental care arrangements to a much greater degree than did children in any other age group. A majority (83.5%) of children in this age group were involved in at least one supplemental care arrangement, compared with 67.0% of children 0-17 months of age, 71.8% of children 18-35 months of age, 63.7% of children 6-9 years of age, and 62.6% of children 10-12 years of age. More than a third (33.4%) of children 3-5 years of age were in one form of supplemental child care, and 50.0% were involved in two or more care arrangements.

**Table 4.19**

**Number of Child Care Arrangements (Excluding School) For All Children 0-12 Years of Age in Saskatchewan<sup>1</sup>**

Number of Supplemental Care Arrangements					
		No supplemental care reported	1	2 or more	Total
0-17 months	No.	8,100	9,900	6,600	24,500
	%	33.0	40.3	26.7	100.0
18-35 months	No.	6,500	9,200	7,300	22,900
	%	28.2	40.1	31.7	100.0
3-5 years	No.	7,900	16,000	23,900	47,900
	%	16.5	33.5	50.0	100.0
6-9 years	No.	22,800	24,800	15,200	62,800
	%	36.3	39.5	24.2	100.0
10-12 years	No.	17,100	16,100	12,400	45,600
	%	37.4	35.4	27.1	100.0
<b>Total</b>		<b>62,300</b>	<b>76,000</b>	<b>65,400</b>	<b>203,700</b>
		<b>%</b>	<b>30.6</b>	<b>37.3</b>	<b>32.1</b>
100.0					

<sup>1</sup> Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

### Paid and Unpaid Child Care Arrangements

Child care arrangements for children did not always involve payment. While 141,400 Saskatchewan children (69.4%) were in one or more supplemental child care arrangements in the reference week (see Table 4.19), Table 4.20 indicates that only 58,000 (41.0%) of those arrangements were paid arrangements. Of these children in paid arrangements, only 8,500 (14.7%) were involved in more than one paid arrangement.

A smaller percentage of children 6-12 years of age were reported to be involved in paid care arrangements than were children 0-5 years of age. Only 5.4% of children 10-12 years of age and 21.9% of children 6-9 years of age were reported in paid care arrangements.

By contrast children 0-5 years of age had higher percentages of reported paid child care arrangements. Almost half (47.8%) of 3-5 year old children, 42.1% of 18-35 month old children, and 37.6% of 0-17 month old children were involved in paid child care arrangements.

Table 4.20

Number of Paid Child Care Arrangements for All Children 0-12 Years of Age in Saskatchewan<sup>1</sup>

Number of Paid Child Care Arrangements					
		No paid arrangements	1	2 or more	Total
0-17 months	No.	15,300	8,300	...	24,500
	%	62.4	34.0	...	100.0
18-35 months	No.	13,300	8,700	...	22,900
	%	57.9	38.1	...	100.0
3-5 years	No.	25,000	17,600	5,300	47,900
	%	52.2	36.8	11.0	100.0
6-9 years	No.	49,000	12,600	...	62,800
	%	78.1	20.0	...	100.0
10-12 years	No.	43,100	2,200q	...	45,600
	%	94.6	4.9	...	100.0
Total	No.	145,700	49,500	8,500	203,700
	%	71.5	24.3	4.2	100.0

<sup>1</sup> Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

### Hours in Child Care

#### 1. Canada

There were 4,658,500 children 0-12 years of age living in Canada in 1988. Of these, 3,079,900 (66.1%) were involved in at least one child care arrangement in addition to the care provided by the IP. Excluding those children who received no supplemental care and excluding the time that children spent in formal schooling those 3,079,900 children used at least one supplemental child care arrangement for an average of 22.0 hours during the reference week.

For those children 0-12 years of age who used at least one supplemental child care arrangement, 1,378,300 (44.8%) were in paid child care arrangements for an average of 20.3 hours per week.

An examination by age groups reveals that children between 18-35 months of age spent the most time in supplemental child care, with an average of 29.7 hours per week. Those who were in paid arrangements averaged 27.4 hours in paid care. Children 3-5 years of age, averaged 28.1 hours per week in care, and those children in paid care averaged 22.5 hours per week. Children 0-17 months of age averaged 26.0 hours per week in care arrangements, and those in paid care also averaged 26.0 hours per week.

School age children spent less time in care arrangements, both in paid and non-paid care. Excluding time spent in school, children 6-9 years of age averaged 15.4 hours per week in care, with those in paid arrangements averaging 11.7 hours per week in paid care. Similarly, children 10-12 years of age averaged 14.7 hours per week in care, with those in paid care arrangements averaging 11.8 hours per week.

**Table 4.21**

**Number and Ages of Children and the Average Number of Hours of Care for All Children 0-12 Years of Age in Canada<sup>1</sup>**

	Number of children in supplemental care/average hours	Number of children in paid care/average hours
0-17 months	340,100 26.0 hours/week	178,400 26.0 hours/week
18-35 months	375,300 29.7 hours/week	237,000 27.4 hours/week
3-5 years	899,900 28.1 hours/week	513,900 22.5 hours/week
6-9 years	846,700 15.4 hours/week	352,600 11.7 hours/week
10-12 years	617,900 14.7 hours/week	96,400 11.8 hours/week
Total/Average	3,079,900 22 hours/week	1,378,300 20.3 hours/week

<sup>1</sup> Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

## 2. Saskatchewan

Of the 203,700 children 0-12 years of age living in Saskatchewan, 141,400 (69.4%) were involved in at least one supplemental child care arrangement in addition to the care provided by the IP. Excluding those children who reported no supplemental care and excluding the time that children spent in formal schooling, these children averaged 21.7 hours per week in care. As indicated on Table 4.22, a total of 58,000 (41.0%) of these children 0-12 years of age spent an average of 19.5 hours per week in paid care arrangements.

Children 0-5 years of age in Saskatchewan spent more time in child care arrangements than children 6-12 years of age. Children 3-5 years of age spent the most time in care. These children averaged 28.4 hours per week in care arrangements and those in paid arrangements averaged 20.9 hours per week in

paid supplemental care. Children 18-35 months of age averaged 27.2 hours per week in care, with those in paid care averaging 22.4 hours per week in paid supplemental care. Children 0-17 months of age were in care arrangements for an average of 26.6 hours per week. Those in paid care averaged 25.8 hours per week.

Children 6-12 years of age spent less time in supplemental care. Excluding time spent in formal school, children 6-9 years of age averaged 15.3 hours per week in care and those in paid care averaged 12.4 hours per week. Children 10-12 years of age averaged 15.3 hours per week in supplemental child care arrangements. Those in paid care averaged 11.9 hours per week.

**Table 4.22**

**Number and Ages of Children and the Average Number of Hours of Care for All Children 0-12 Years of Age in Saskatchewan<sup>1</sup>**

	Number of children in supplemental care/average hours	Number of children in paid care/average hours
0-17 months	16,400 26.6 hours/week	9,200 25.8 hours/week
18-35 months	16,500 27.2 hours/week	9,700 22.4 hours/week
3-5 years	40,000 28.4 hours/week	22,900 20.9 hours/week
6-9 years	40,000 15.3 hours/week	13,800 12.4 hours/week
10-12 years	28,500 15.3 hours/week	2,500 11.9 hours/week
<b>Total/Average</b>	<b>141,400 21.7 hours/week</b>	<b>58,000 19.5 hours/week</b>

<sup>1</sup> Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

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#### B. Primary Care Arrangements (Excluding School) Used While IP was Working or Studying

The previous discussions of "Child Care Arrangements" have examined a variety of characteristics of child care used regardless of purpose for more than one hour during the reference week. This part (Part B) of the child care section of Chapter 4 focuses on and provides data only on the one type of care (excluding school) in which a child participated for the greatest number of hours during the reference week while the IP was working or studying. That greatest number of hours" form of care is termed "primary care" in the CNCCS.

**1. Canada**

A total of 2,612,900 Canadian children 0-12 use a primary caregiving arrangement (excluding school) while their parents work or study. This figure is 56.16% of the total number of children included in the Canadian National Child Care Study. Table 4.23 indicates the number and the percentage of children who use, as a primary care arrangement, fourteen different types of care (a fifteenth category of "no arrangement identified" is also included).

**Table 4.23**
**Primary Care Arrangements (Excluding School) Used While IP was Working or Studying, For Canada**

Primary Care Type	Child Age									
	0-17 Months		18-35 Months		3-5 Years		6-9 Years		10-12 Years	
	No.	%	No.	%	No.	%	No.	%	No.	%
1. IP at work	22,400	10.0	30,100	11.2	61,000	10.7	69,400	8.0	48,700	7.1
2. Spouse at home	44,800	20.0	42,000	15.6	100,000	17.5	212,000	24.6	179,900	26.2
3. Spouse at work	...	...	...	...	...	...	11,300	1.3	8,900q	1.3
4. Older sibling	...	...	...	...	...	...	59,300	6.9	83,400	12.1
5. Self-care	—	—	—	—	—	—	45,800	5.3	139,500	20.3
6. Relative in the child's home	23,300	10.4	20,200	7.5	42,900	7.5	50,900	5.9	27,000	3.9
7. Relative not in the child's home	31,800	14.3	31,900	11.8	47,000	8.3	56,000	6.5	29,200	4.2
8. Non-relative in the child's home	20,800	9.3	28,400	10.5	45,700	8.0	51,900	6.0	17,700	2.6
9. Non-relative not in the child's home (not licensed)	58,800	26.3	67,600	25.1	106,900	18.7	110,000	12.7	31,300	4.6
10. Non-relative not in the child's home (licensed)	...	...	7,200q	2.7	9,400q	1.7	6,700q	0.8	...	...
11. Nursery	—	—	...	...	15,800	2.8	...	...	—	—
12. Kindergarten	...	...	...	...	34,000	6.0	...	...	—	—
13. Day Care Centre	12,000	5.4	33,700	12.5	79,400	13.9	13,400	1.6	—	—
14. Before/After School	—	—	—	—	6,400q	1.1	40,500	4.7	7,100q	1.0
15. No Arrangement Identified	...	...	...	...	13,600	2.4	134,900	15.6	113,100	16.5
Total	223,300	100.0	269,600	100.0	570,200	100.0	862,600	100.0	687,200	100.0

The data provided in Table 4.23 give the most detailed picture of child care use to be developed in any national study. Typically only six or seven categories of care are identified in most national studies, and often the age categories are much broader than those provided here. Table 4.23 provides an insight into detailed and complex care use patterns.

One of the first characteristics that emerges from Table 4.23 is the relationship between age of child and type of care. Depending on child-age, certain types of care are not used at all (or in numbers too low to be reported) or they are used by very large numbers of children. To take a fairly obvious example, while nurseries and kindergartens are relatively important forms of care for 3-5 year olds, their use outside of this age group is zero or minimal. To take another example, while Before and After School Care Programs provide care for approximately 5% of 6-9 year olds, such care is used by only 1% of 10-12 year olds.

On the other hand, certain other forms of care are used by a fairly consistent percentage of children regardless of age group. Care by a "spouse in the home" is one of the least variable forms of care across all age groups, with a range from 15.6% for 18-35 month olds to 26.2% for 10-12 year olds.

Table 4.23 also identifies the most significant forms of care for each age group across the country. For children 0-17 months and 18-35 months of age, unlicensed family day care by a non-relative is the most frequently used care-type with approximately one-fourth of all children in each of those age groups in that form of care. For 3-5 year olds a broader distribution of children across a variety of care types is more in evidence with unlicensed family day care (18.7%), spouse in the home (17.5%), day care centres (13.9%), and IP at work (10.7%) each accounting for more than 10% of this age group's caregiving needs.

The overwhelming majority of children 6-12 are in school while the IP works or studies. School, however, has been excluded from Table 4.23 in order to focus on other major forms of caregiving for school-age children. The pattern for 6-9 year olds is quite different from 10-12 year olds. While the most used form of care for both groups is "spouse at home" (6-9 years = 24.6% and 10-12 years = 26.2%), that care-type is closely followed by "child in own care" (self-care) for 10-12 year olds (20.3%), while unlicensed family day care is the second most frequently reported form of care for 6-9 year olds (12.7%). It should also be noted that "no arrangement identified" represents a significant percentage of children in both school-age groups.

## 2. Saskatchewan

The pattern of primary care use, while the IP works or studies, varies from province to province. Insofar as provincial numbers are much lower than national numbers and since numbers that are too low are not reportable, it is necessary to combine age groups when presenting provincial figures. The provincial tables will present data for three age groups: 0-35 months, 3-5 years, and 6-12 years. In addition, in order to maximize the number of reportable care arrangements, it is necessary to combine two arrangements into one category in a number of cases. Thus, in Table 4.24, nine composite categories are created that contain the fourteen primary care types identified in Table 4.23. The relationship of composite categories I-IX to the 15 forms of care is noted in the key to Table 4.24 located at the bottom of the Table.

Of the 203,700 children living in Saskatchewan, 123,600 (60.7%) used a primary care arrangement while the IP worked or studied. As was noted earlier in the national section, the pattern of use is variable by age group.

There were 24,700 children 0-35 months of age in Saskatchewan who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: licensed/unlicensed family day care (27.2%) and a relative either in or out of the child's home (20.0%).

There were 27,700 children 3-5 years of age in Saskatchewan who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: licensed/unlicensed family day care (25.6%) and the IP at work (19.8%).

There were 71,300 children 6-12 years of age in Saskatchewan who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: self or sibling care (25.4%) and the IP's spouse at home or work (23.7%).

**Table 4.24**
**Categories of Primary Care Arrangements (Excluding School) Used While IP was Working or Studying for Saskatchewan**

Care Category	Child Age					
	0-35 Months		3-5 Years		6-12 Years	
	No.	%	No.	%	No.	%
I. IP at Work	4,800	19.4	5,500	19.8	8,200	11.5
II. Spouse at Home/Work	4,500	18.2	4,100	15.6	16,900	23.7
III. Self/Sibling	...	...	...	...	18,100	25.4
IV. Relative in/out of Child's Home	4,900	20.0	4,200	15.0	5,800	8.1
V. Non-Relative/Child's Home	...	...	...	...	2,600q	3.6
VI. Family Day Care (Licensed/Unlicensed)	6,700	27.2	7,100	25.6	6,800	9.6
VII. Nursery/Kindergarten	...	...	2,200q	7.9	...	...
VIII. Regulated Group Care	...	...	2,300q	8.2	...	...
IX. No Arrangement	...	...	...	...	10,900	15.3
<b>Total</b>	<b>24,600</b>	<b>100.0</b>	<b>27,700</b>	<b>100.0</b>	<b>71,300</b>	<b>100.0</b>

*Legend:*

I: Care by IP at work (1)	V: Care by Non-relative in child's home (8)
II: Care by Spouse at home (2)	VI: Unlicensed family day care (9)
Care by Spouse at work (3)	Licensed family day care (10)
III: Care by Sibling (4)	VII: Nursery School (11)
Care by Self (5)	Kindergarten (12)
IV: Care by Relative in child's home (6)	VIII: Day Care Centre (13)
Care by Relative not in child's home (7)	Before/After School Care (14)

In seeking to understand the provision and use of child care in Canada, or in any of the provinces or territories, it is important to realize that there are many different ways of presenting and understanding child care data. As this chapter has noted, child care can be used for a variety of purposes. Some care is work or study related and some is not; each yields a different profile of care use. Even within a common frame of reason for using care the predominate forms of care used shift greatly depending upon factors such as: age of child; family structure (one or two-parent families for example); care forms typically used for more than or less than 20 hours a week; and numerous other factors.

The CNCCS data base is both complex and large. This chapter on CNCCS Survey data for Saskatchewan represents an introduction to the study. More detailed information on Saskatchewan and on Canada as a whole can be found in other reports from the Canadian National Child Care Study (CNCCS).

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## Chapter 5

### ADDENDUM: CHILD CARE IN SASKATCHEWAN, 1988 - 1990

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Since the data for the National Child Care Study was collected in 1988, the government has proclaimed new legislation which regulates the care of children outside the home. In 1989, the *Child Care Act* was introduced to supersede the *Day Care Regulations* of 1975. The *Child Care Act* will create substantial changes in the administration and operation of child care in Saskatchewan. The most notable change will be the introduction of licensed commercial child care centres. Under the previous legislation, child care centres were operated as non-profit cooperatives administered by parent-controlled boards. The only exceptions were those centres which were in operation before 1975 and those run by non-profit organizations such as the YMCA and YWCA. Under the new legislation, commercial centres will be required to establish parent advisory boards. Prior to the change, Saskatchewan was one of the few provinces in the country which did not allow commercial child care; many people had regarded this policy as a progressive approach to the delivery of child care services.

Other changes introduced by the *Child Care Act* include the mandatory licensing of all child care or day care centres. Previously, a privately operated centre could operate without government regulation. Licensing for family day care homes will be optional, but the new legislation restricts the number of children cared for in private residences, regardless of whether or not they are licensed.

The *Child Care Act* states that all centres or family day care homes will be eligible to receive grants and subsidies, though it has been stated that commercial centres will not receive government funds. A significant change in the new Act provides that the Minister may restrict the number of children in any one centre or family day care home whose parents are eligible for a subsidy. At present, all children in a licensed facility are eligible for subsidies based on family income.

The *Child Care Act* allows child care centres to care for infants. Under the previous *Child Welfare Act* (1969), only children 18 months and older could be cared for in centres unless the Minister granted a special dispensation. Several centres have received special licenses to care for infants. These centres have been developed in conjunction with the Department of Education for use by teen parents who were attending school. They were not available to the general public.

The specific regulations and policies needed to administer the *Child Care Act* are expected to be presented by the end of 1990.

Since 1988, there has been an increase in the number of licensed child care spaces in Saskatchewan. As of June 1990, there were 3,820 children in 95 child care centres and 1,980 children in 330 family day care homes (Saskatchewan, 1990).

The funds available through grants and subsidies have been frozen at 1982 levels. In 1982, the average fee was \$210 per child. The maximum subsidy available was \$235 per child. In 1989, the average fee has risen to \$354 while the maximum subsidy has remained at \$235.

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# **CANADIAN NATIONAL CHILD CARE STUDY**

## **CANADIAN CHILD CARE IN CONTEXT: PERSPECTIVES FROM THE PROVINCES AND TERRITORIES**

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### **MANITOBA REPORT**

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This component of the Canadian National Child Care Study is a cooperative research project among members of the National Day Care Research Network, Statistics Canada, the Department of Health and Welfare Canada, and members of the twelve provincial and territorial report teams who participated in the development of *Canadian Child Care in Context: Perspectives from the Provinces and Territories*. Primary funding was provided by the Child Care Initiatives Fund, Department of Health and Welfare Canada; supplemental funds were provided by the Social Sciences and Humanities Research Council of Canada, and the Provinces of Ontario and New Brunswick.

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*The opinions and interpretations expressed in this report are those of the authors and do not necessarily reflect the views of Health and Welfare Canada or Statistics Canada*

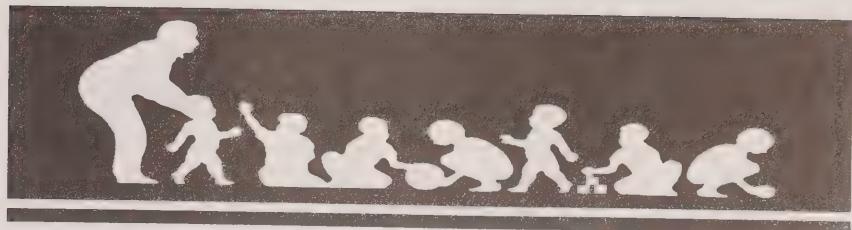
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...	Amount too small to be expressed
--	Figures not available
—	Nil or zero
q	Estimate is subject to high sampling variability and should be used with caution
N/A	Information not available or not applicable

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Note: Due to rounding, discrepancies may appear between totals and data presented in table form.



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## Chapter 1

### A SOCIO-GEOGRAPHIC OVERVIEW OF MANITOBA

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Manitoba, one of Canada's three prairie provinces, entered Confederation on July 5, 1870 as the fifth province. Lying midway between the Atlantic Ocean and the Pacific, Manitoba acquired the nickname of the "keystone province" because of its location in the central or keystone position of the arch formed by the ten Canadian provinces. Winnipeg, Manitoba's capital and largest city, is the main transportation centre linking eastern and western Canada.

The area of Manitoba is 649,950 km<sup>2</sup>, 15.6% of which is inland water (*World Book Encyclopedia*, 1989, p. 146). Manitoba has the sixth largest land mass of the provinces in Canada and is the smallest of the prairie provinces. The 1986 census reported the population of Manitoba as 1,063,015 persons, which makes it the fifth most populous province in Canada (*Canadian Encyclopedia*, 1988, p. 148). Approximately three-fourths of the population live in cities and towns, with 58% (625,304) living in Winnipeg, the province's main metropolitan area and chief industrial centre. Next to Winnipeg in population is Brandon with 38,708 people, then Thompson (14,701), Portage la Prairie (13,198), Selkirk (10,013), and Dauphin (8,875) (*World Book Encyclopedia*, 1989, p. 147,148).

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#### The Changing Economic Base of Manitoba

Hunting and trapping is both the oldest industry in Manitoba and the smallest of the province's contemporary industries. For 200 years, the Hudson's Bay Company dominated the fur trade across western Canada. Alongside the fur trade, buffalo hunting developed into the first commercial enterprise of the plains. In Winnipeg in the late 1800s, the retail/wholesale and real estate businesses expanded as a result of a new pattern of settlement and the development of agriculture. Following the westward extension of the main Canadian Pacific Railway line in the 1880s, farmers and grain traders expanded into world markets, and an east-west flow of trade began, with Winnipeg being the "gateway" city. During the next two decades, this essentially agricultural economy was consolidated. Lumbering, required for early settlement, diminished while flour mills and meat packing houses increased. Between 1897 and 1910 commerce and industry expanded significantly, particularly in Winnipeg, and agriculture began to diversify.

The subsequent decades of depression, drought, labour unrest, and two world wars accented the need for a diversified economy. By 1961, goods-producing industries accounted for one third of the province's gross domestic product (GDP), with commercial services accounting for just over half (51%). Non-commercial services like education, health and welfare, and government administration accounted for the remaining 16% of the GDP.

Table 1.1

Industry Share of Manitoba Gross Domestic Product at Factor Cost,  
1961-1988

Industry	1961	1971	1981	1988
Total Gross Domestic Product (\$ millions)	1,686	3,532	11,895	19,833
	%	%	%	%
<b>Goods Producing - Total</b>	<b>33.3</b>	<b>31.7</b>	<b>32.3</b>	<b>27.6</b>
Agriculture	6.3	7.1	7.2	4.3
Forestry	0.1	0.1	0.3	0.2
Mining	4.3	3.6	3.1	2.9
Manufacturing	14.7	13.2	14.2	12.7
Construction	5.4	5.3	5.4	5.0
Utilities	2.5	2.3	2.0	2.5
<b>Commercial Services - Total</b>	<b>51.1</b>	<b>49.2</b>	<b>48.7</b>	<b>52.7</b>
Transportation	11.4	9.4	8.7	7.2
Communication	2.3	2.6	2.8	2.6
Storage	1.1	0.9	0.7	0.5
Wholesale Trade	6.6	5.9	5.6	5.3
Retail Trade	8.7	7.6	6.0	6.1
Financial	12.8	13.7	15.5	20.7
Other Commercial	8.0	9.0	9.4	10.3
<b>Non-Commercial Services - Total</b>	<b>15.6</b>	<b>19.1</b>	<b>19.0</b>	<b>19.6</b>
Education	3.8	6.3	5.8	5.7
Health & Welfare	2.8	4.0	4.7	5.4
Other Institutions	1.1	0.9	0.7	0.8
Government Administrations	7.8	8.0	7.6	7.6

Source: Manitoba Bureau of Statistics. (1988). *Manitoba Statistical Review*. (Table 21).

By 1988 goods-producing industries were contributing a smaller share (28%) and commercial and non-commercial services a larger share of the GDP (53% and 20% respectively). Of the 17 major types of industries, only four have shown a rising percentage share of the GDP: financial and other commercial services, education, and health and welfare. All other industries' share of the GDP has declined since 1961.

Within the goods-producing sector of the economy, manufacturing contributes the largest share, some 46% in 1988. The primary industries of agriculture (which includes fishing, hunting, and trapping), forestry, mining, and hydroelectric power production together account for only 36% of the total output of the goods-producing sector. Compared to the economy in 1961, manufacturing today has a slightly larger share and the primary industries a smaller share of the goods-producing sector. Within the primary industries, agriculture's share of the GDP has fallen most since 1985.

Within the commercial service sector of the economy, financial and other commercial services (which comprise banking, real estate, and business services) and personal services like hotels, restaurants, and tourism have shown a dramatic growth from 21% of the provincial GDP in 1961 to 31% in 1988. All other commercial services, particularly transportation, have shown a decline in their share of the provincial GDP.

In sum, the Manitoba economy has become increasingly dominated by financial and commercial services, with manufacturing representing the largest component of the goods-producing sector.

### The Changing Socio-Demographic Structure of Manitoba

Between 1951 and 1986 the population of Manitoba has grown from 776,541 to 1,063,015 people with most of that growth occurring in "urban" centres of more than 1,000 persons. In 1951, 54% of the population lived in "rural" areas (farm residents and non-farm residents living in towns of less than 1,000 persons), but by 1986 only 29% did so. This decline of the rural population is a trend which had started by 1911.

**Table 1.2**

**The Total Population of Manitoba, 1951-1986, Showing the Average Annual Change and the Percent Rural**

Year	Total Population	Average Annual Change %	Percent Rural %
1951	776,541	0.6 <sup>1</sup>	53.8
1961	921,686	1.9	36.1
1971	988,250	0.7	30.5
1981	1,026,245	0.4	28.8
1986	1,063,015	0.7	28.9

<sup>1</sup> For the period 1941-1951.

Sources: Statistics Canada. (1951). *Census of Canada, Volume 1*. (Table 13).  
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The rate of growth of the population since 1951 has been far from even, with the fastest rate of growth occurring between 1951 and 1961--1.9% per year, on average. Since then the population has grown less rapidly, particularly between 1971 and 1981. One reason for the slower rate of growth has been the declining birth rate.

**Table 1.3**

**The Number of Live Births Per 1,000 Women 15-49 Years for Manitoba, 1946-1986**

Year	Birth Rate
1946	99.8
1951	103.0
1956	109.0
1961	111.4
1966	82.6
1971	78.0
1976	67.4
1981	62.2
1986	62.3

Source: Statistics Canada. (1986). *Births and Deaths, Vital Statistics, Vol. I*. (Cat. No. 84-204 Annual).

Between 1946 and 1960, the birth rate increased from about 100 live births per 1,000 women 15-49 years to 112 per 1,000. Since then it has declined to 62 per 1,000 in 1980 and remained fairly constant.

A second long-term trend which contributed to the declining rate of growth is the decline in the level of net international migration. It was much higher between 1966 and 1976 than it has been since the mid-70s. However, the cause of the fluctuations in the rate of growth which Manitoba has experienced in the post-war period is the changing level of net inter-provincial migration. Between 1976 and 1981 the province lost over 42,000 people through inter-provincial migration, causing the annual rate of growth of the population to drop to 0.09%. Over the next 5 years, between 1981 and 1986, the population of the province grew by 0.72% per annum because of the net loss of only 5,900 people to other provinces. Since 1986 the province is again losing larger numbers of people through migration to other provinces, signaling another period of slow population growth.

Table 1.4

Components of Population Change for Manitoba, 1961-1988

Time Period	Net Inter-Provincial Migration	Net + International Migration	Net + Natural Increase	Net = Change In Population
1961-66 <sup>1</sup>	-23,470	-3,467	+69,575	+42,638
1966-71	-40,690	+25,530	+49,296	+34,136
1971-76	-26,828	+27,262	+44,819	+45,253
1976-81	-42,149	+15,128	+40,976	+13,955
1981-86	-5,906	+14,528	+39,780	+49,302
1986-88	-17,526	+8,454	+24,331	+15,259

<sup>1</sup> June-to-June, for each year.

Sources: Statistics Canada. (1986). *Migration*. (Cat. No. 91-208 Annual).

Statistics Canada. (1986). *Births and Deaths, Vital Statistics, Volume 1*. (Cat. No. 84-204 Annual).

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With the declining fertility rates, the population is growing older. Between 1951 and 1961 the proportion of the population under 15 years increased by some 4% but has since declined from 32.6% to 22.1%. Conversely, over the same time period, the over-65 population has grown steadily from 8.5 to 12.6% of the total population of the province. However, it is the 25 to 44 age group which has been growing the most rapidly since 1971, from 23% to 30% of the total population.

With the high levels of international immigration to Manitoba since its founding, it is not surprising to see considerable ethnic diversity in the population. In the 1986 census, 42% of the population indicated British origins, 12% German, 11% Ukrainian, 8% French, 4% Aboriginal, and 4% Polish. In 1921, however, 52% of the population indicated British origins. The change reveals that Manitoba has become an increasingly multicultural province.

## Labour Force Trends

Between 1951 and 1986 the population of the province that is 15 years of age and over increased by 49%. Over the same time period the experienced labour force grew by 79%, indicating that the level of participation of the adult population in the labour force had grown substantially--from 53.8% in 1951 to 63.5% in 1986. This growth is due exclusively to the dramatic increase in women's rate of participation in the labour force, which rose from 24.2% in 1951 to 54.3% in 1986. Among men, the level of participation in the labour force actually fell during the same time period, from 82.5% to 75.7%.

Table 1.5

Age Structure of the Manitoba Population, 1951-1986

	1951	1961	1971	1981	1986
Total Population	776,541	921,686	988,250	1,026,245	1,063,015
Age Group	%	%	%	%	%
0 - 4	11.6	11.7	8.6	7.5	7.5
5 - 9	9.3	11.0	10.1	7.7	7.2
10-14	7.7	9.9	10.2	8.0	7.4
15-24	14.9	14.1	18.4	18.5	16.6
25-34	15.5	12.7	12.3	16.1	17.0
35-44	13.6	13.1	10.7	11.0	13.1
45-54	10.1	10.9	10.9	9.7	9.3
55-64	8.6	7.6	9.0	9.6	9.2
65-74	6.0	5.7	5.7	7.2	7.4
75-84	2.1	2.8	3.1	3.5	4.0
85+	0.4	0.5	0.9	1.1	1.2

Source: *Statistics Canada. (1986). The Nation: Age, Sex and Marital Status. (Cat. No. 93-101).*

Table 1.6

The Population 15 +, the Experienced Labour Force<sup>1</sup> and the Level of Participation by the Experienced Labour Force in Manitoba, 1951-1986

	Total Experienced Population	Participation Labour Force	Rate %
<b>Total 15 + Population</b>			
1951	553,827	298,034	53.8
1961	621,580	342,642	55.1
1971	701,455	413,915	59.0
1981	787,985	504,100	64.0
1986	827,325	535,265	64.7
<b>Males</b>			
1951	280,919	231,899	82.5
1961	315,107	246,198	78.1
1971	348,425	268,015	76.9
1981	384,435	296,555	77.1
1986	402,845	304,845	75.7
<b>Females</b>			
1951	272,908	66,135	24.2
1961	306,473	96,444	31.5
1971	353,030	145,900	41.3
1981	403,525	207,540	51.4
1986	424,485	230,420	54.3

<sup>1</sup> The experienced labour force excludes unemployed persons 15 and over who have never worked or who have not worked within the last eighteen months. It represents about 99 percent of the total labour force.

Sources: Statistics Canada. (1988). *Dimensions: Industry Trends, 1951-1986*. (Cat. No. 93-152). Statistics Canada. (1986). *The Nation: Age, Sex and Marital Status*. (Cat. No. 93-101).

The rapid increase in the labour force participation rate among women has occurred mainly in the 25 to 54 age group; and, more particularly, among married women with children of pre-school age.

Overall, the participation rate of women in the 25 to 54 age group rose from 50.3% in 1975 to 76.9% in 1988, an increase of 53% in 13 years. However, among women whose youngest child is under the age of 3 years, the level of participation in the labour force increased by 111% (27.9% to 58.9%). Among those whose youngest child is 3 to 5 years old, labour force participation rose by 71% (39.4% to 67.4%).

**Table 1.7A**
**Labour Force Participation Rates by Age and Sex for Manitoba,  
1975-1988**

Year	Men			Women		
	15-24 %	25-54 %	55-64 %	15-24 %	25-54 %	55-64 %
1975	74.8	96.1	82.0	57.2	50.3	33.4
1976	73.6	95.4	78.6	58.9	53.8	36.6
1977	72.8	95.4	77.4	59.6	55.9	36.4
1978	75.1	95.5	78.2	61.1	58.7	38.9
1979	75.7	96.3	78.3	63.6	59.7	38.6
1980	75.8	96.2	79.8	66.4	62.2	39.8
1981	76.3	96.3	78.6	65.7	64.9	40.4
1982	73.2	95.7	75.1	68.3	66.6	40.0
1983	73.6	95.7	77.7	66.5	69.0	42.8
1984	75.3	95.3	77.5	67.2	70.5	40.5
1985	73.8	94.9	72.7	69.3	72.6	36.5
1986	76.5	95.0	69.3	68.8	73.0	39.4
1987	74.4	94.7	67.7	68.6	75.1	40.1
1988	73.9	94.2	69.9	69.4	76.9	39.5

Sources: Statistics Canada. (1984). *Labour Force Annual Averages, 1975-1983*. (Cat. No. 71-529).  
 Statistics Canada. (1989). *Labour Force Annual Averages, 1981-1988*. (Cat. No. 71-529).

**Table 1.7B**
**The Percent of Women 15+ with Children, in the Labour Force, by the  
Age of the Youngest Child for Manitoba, 1975-1988**

Year	Women 15+			Men 25-34
	Age of Youngest Child			%
	Under 3 %	3 to 5 %	6 to 15 %	
1975	27.9	39.4	49.2	96.1
1976	28.1	44.1	54.9	95.4
1977	34.2	44.6	55.4	95.4
1978	35.3	50.0	56.6	95.5
1979	34.3	48.3	59.5	96.3
1980	39.5	55.1	62.9	96.2
1981	43.9	55.6	65.7	96.3
1982	44.2	63.4	66.9	95.7
1983	49.1	61.0	68.1	95.7
1984	48.6	62.3	71.1	95.3
1985	52.0	65.9	73.2	94.9
1986	54.9	64.1	73.5	95.0
1987	55.9	65.8	75.3	94.7
1988	58.9	67.4	76.6	94.2

Source: Statistics Canada. (1988). *Labour Force Survey*. (Cat. No. 71-201, Table FO9A).

Accompanying this rapid increase in the size of the labour force were dramatic shifts in the industrial composition of the experienced labour force. In 1951, almost 25% of the labour force was employed in the agricultural sector. By 1986, only about 8% were employed in this sector, with the majority of the decline having occurred by 1971. The other two sectors that have shown an appreciable decline in their share of the experienced labour force are the transportation, communication and other utilities sector and the manufacturing sector--which have declined 23% and 18% respectively.

Table 1.8

Percentage Distribution of the Experienced Labour Force by Industry Divisions (1970 Classification) for Manitoba, 1951-1986

Industry	1951	1961	1971	1981	1986
<b>Total Labour Force</b>	298,034	342,642	413,915	504,100	535,265
	%	%	%	%	%
Male	77.8	71.8	64.7	58.8	56.9
Female	22.2	28.2	35.3	41.2	43.1
<b>Goods Producing - Total</b>	<b>47.1</b>	<b>39.4</b>	<b>32.7</b>	<b>28.9</b>	<b>27.5</b>
Agriculture	24.6	17.2	11.4	8.2	8.3
Fishing & Trapping	0.5	0.4	0.1	0.2	0.2
Forestry	0.5	0.4	0.2	0.3	0.3
Mines	1.3	1.6	1.9	1.3	0.9
Manufacturing	14.9	13.6	13.7	13.7	12.2
Construction	5.3	6.2	5.4	5.2	5.6
<b>Services - Total</b>	<b>46.6</b>	<b>50.8</b>	<b>52.1</b>	<b>59.7</b>	<b>61.2</b>
Transportation, Communications and Other Utilities	12.1	11.7	9.7	10.0	9.3
Trade	17.1	16.8	15.7	16.9	16.2
Finance, Insurance and Real Estate	3.0	3.6	3.8	4.9	4.9
Business, Personal and Community Services	14.4	18.7	22.8	27.8	30.8
<b>Public Administration and Defence</b>	<b>5.5</b>	<b>7.6</b>	<b>8.2</b>	<b>8.4</b>	<b>8.3</b>
<b>Industry Unspecified or Undefined</b>	<b>0.8</b>	<b>2.2</b>	<b>7.0</b>	<b>3.0</b>	<b>6.0</b>

Source: Statistics Canada. (1988). *Dimensions: Industry Trends, 1951-1986*. (Cat. No. 93-152).

When women enter the labour force, they are more likely than men to work part-time. In 1986, about 28% of the female labour force was employed part-time (less than 30 hours per week), whereas only slightly more than 8% of the male labour force was engaged in part-time work. Since the mid-1970s the proportion of men engaged in part-time work has increased slowly--from 5.7% in 1976 to 8.3% in 1986. For women the rate was highest in the early 1980s at just over 29%, declining slightly to 27.9% in 1986.

Manitoba's *Employment Standards Act* (1976), may have contributed to this decline in part-time work by women. This legislation enables women who are working full-time to take a 17-week maternity leave while retaining their jobs, wage parity, and benefits. Maternity leave provisions include a qualifying period of 12 consecutive months of employment with the same employer prior to application for leave and a medical certificate specifying the expected date of delivery.

Table 1.9

## Number of Adults (15+) Employed by Type of Work, Manitoba Annual Averages, 1976-1986 (in thousands)

	1976	1977	1978	1979	1980	1981 000's	1982	1983	1984	1985	1986
<b>Both Sexes - Total</b>	425	428	439	450	458	461	454	460	472	480	493
Full-Time	369	369	376	385	387	391	377	382	392	402	409
Part-Time	56	59	63	65	70	70	77	79	79	79	83
Percent Part-Time	13.2	13.8	14.3	14.4	15.3	15.2	17.0	17.2	16.7	16.5	16.8
<b>Male - Total</b>	264	264	268	273	273	271	261	262	271	272	278
Full-Time	250	248	250	256	255	253	241	242	251	253	255
Part-Time	15	16	17	17	18	18	19	20	21	20	23
Percent Part-Time	5.7	6.1	6.3	6.2	6.6	6.6	7.3	7.6	7.7	7.3	8.3
<b>Female - Total</b>	161	164	172	177	185	190	193	198	200	208	215
Full-Time	120	122	126	129	133	138	136	139	142	149	155
Part-Time	42	43	46	48	53	51	57	59	59	59	60
Percent Part-Time	26.1	26.2	26.7	27.1	28.6	26.8	29.5	29.8	29.5	28.4	27.9

Source: Statistics Canada. (1988). *Labour Force Survey, Special Tabulations*.

Up to 11 weeks is allowable before birth and no less than 6 weeks after birth. (Federal unemployment insurance legislation has extended paid maternity leave to 24 weeks; as of February 1990, Manitoba had not brought its legislation into line with the federal rules.) Reinstatement of the employee into the same or a comparable position with at least the same wages and benefits is a further condition of leave. For the purpose of calculating pension and other benefits, employment is considered to be continuous during the leave period. The employer has no right to determine when leave will begin unless cause to do so can be determined. Provisions for adoptive leave, which allows 6 weeks' leave for fathers, are similar to those for maternity leave regardless of the child's age. In Manitoba, the provincial government and some private sector workplaces have introduced benefits to supplement federal maternity leave benefits to provide for a more stable income flow.

Both men and women have a higher chance of being unemployed now than in the mid-1970s. In 1975 only 2.7% of men and 4.1% of women over 25 years were unemployed. By 1983, 7.3% of men and 7.7% of women over 25 were unemployed. Although the rate of unemployment has declined since then, it dropped no lower than 6.1% for men 25 and over and 6.8% for women 25 and over in 1987, with 1988 showing higher levels. Between 1983 and 1988 the gap in unemployment rates between men and women has narrowed. In 1975 the unemployment rate for women over 25 years was 1.4% higher than for men over 25 years. By 1988 there was only a 0.1% gap.

Table 1.10

Unemployment Rates by Age and Sex for Manitoba, 1975-1988

Year	Total for men and women		Men			Women		
	15-24 %	15-24 %	25-44 %	45+ %	15-24 %	25-44 %	45+ %	
1975	8.2	--	--	2.7	--	--	--	4.1
1976	8.4	--	--	3.0	--	--	--	3.7
1977	10.1	--	--	3.8	--	--	--	5.4
1978	11.8	--	--	3.7	--	--	--	5.9
1979	9.7	--	--	3.1	--	--	--	4.8
1980	10.1	--	--	3.3	--	--	--	4.7
1981	10.6	11.1	4.1	3.8	10.0	5.9	5.0	
1982	14.1	16.8	6.2	6.2	11.1	8.3	7.1	
1983	15.4	17.7	8.3	7.3	12.8	8.4	7.7	
1984	14.0	15.3	6.4	5.9	12.5	8.3	7.6	
1985	14.0	15.1	6.6	5.9	12.7	7.8	7.0	
1986	12.4	13.7	6.7	6.0	10.9	7.3	6.6	
1987	12.0	14.5	6.7	6.1	9.3	5.9	6.0	
1988	13.3	15.2	6.8	6.2	11.1	6.9	6.4	

Sources: Statistics Canada. (1984). *Labour Force Annual Averages, 1975-1983*. (Cat. No. 71-529).  
Statistics Canada. (1989). *Labour Force Annual Averages, 1981-1988*. (Cat. No. 71-529).

Although the labour force participation rate for women has risen substantially over the last several decades and although the risk of unemployment is about equal now for men and women over 25 years of age, a substantial gap remains between the average income of men and women. In 1980 the gap was \$9,431 for full-time, full-year employment, with women earning 65.6% of men's earnings. By 1985, the gap in average real incomes had narrowed slightly to \$8,990, with women earning 67.3% of men's earnings. The real incomes of both sexes increased, but women's real income increased more than men's. However, this change in real income was far from uniform across occupational groups. Real income in such fields as medicine and health, sales, and machining showed a widening gap while the difference in the incomes of men and women in the managerial, natural and social sciences, religion, artistic, clerical, processing, farming, and construction occupations diminished.

**Table 1.11**
**Population 15 years and over with Employment Income by Sex and Occupation, Showing Average 1980 and 1985 Employment Income in Constant (1985) Dollars**

Occupation	Worked Full-time, Full-year		1980		1985	
	Men	Women	Men	Women	Men	Women
<b>Average for All Occupations</b>	<b>27,390</b>	<b>17,959</b>	<b>27,522</b>	<b>18,532</b>		
	\$	\$	\$	\$	\$	\$
Managerial/Administration Related	36,504	22,335	37,017	23,371		
Natural Sciences/Engineering/Mathematics	33,549	23,010	34,176	25,010		
Social Science and Related	39,007	22,921	36,812	23,155		
Religion	18,904	12,766	19,988	18,279		
Teaching and Related	36,721	27,384	38,047	29,073		
Medicine and Health	42,744	20,871	49,790	23,379		
Artistic/Literature/Recreation and Related	28,335	19,106	24,514	17,614		
Clerical and Related	23,898	16,757	22,980	17,028		
Sales	26,906	15,823	27,797	15,938		
Service	24,700	13,340	24,032	13,053		
Farming/Horticulture/Animal Husbandry	15,932	8,666	13,919	7,215		
Processing	24,870	16,407	24,653	17,045		
Machining and Related	23,701	16,411	24,078	15,863		
Product Fabricating, Assembling	23,900	13,953	23,464	12,942		
Construction Trades	26,549	16,892	25,144	20,458		
Transport/Equipment Operating	27,486	18,379	27,521	17,328		
Material Handling and Related	22,080	14,898	22,842	14,519		
Other Crafts and Equipment Operating	28,002	15,774	28,263	16,478		
Occupations N.E.C.	21,059	13,504	21,100	15,273		

Source: Statistics Canada. (1985). *The Nation: Employment Income by Occupation*. (Cat. No. 93-116, Table 1).

### Family Trends

Since World War II the trend in family size has paralleled the trend in fertility rates. Between 1951 and 1961 the average number of persons per family rose from 3.6 to 3.7, and the average number of children per family rose from 1.5 to 1.7. Between 1961 and 1986 these averages fell to 3.2 and 1.3 respectively. During this time period, families of five or more persons and families with three or more children have become less numerous. In 1951 these larger families represented about 22% of all families. By 1986 they represented about 16% of all families.

Since the second world war, there has been a trend toward fewer marriages and more divorces. In 1946 there were 11.8 marriages per 1,000 population. The marriage rate fell to a low of 7.1 in 1961, rose to 9.2 in the early 1970s, and then gradually declined to 7.8 in 1985. Before the reform of the divorce laws in Canada in 1968, divorces were practically non-existent. In 1968 the divorce rate was 0.5 per 1,000 population. By 1983 it had risen five-fold to 2.5 per 1,000 population, declining slightly to 2.2 by 1985. Since 1971 the likelihood of divorced persons remarrying also has declined from a national level of 85% of men and 79% of women to 76% of men and 64% of women in 1985. As a result, more men and women are living in a divorced state for a longer period of time now than in previous years. Currently, some 30% of married persons will become divorced.

Table 1.12A

Percentage Distribution of Persons per Census Family Living in Private Households in Manitoba, 1951-1986

Number of Persons	1951	1961	1971	1981	1986
Total Census Families	191,268	215,831	231,595	262,320	276,320
	%	%	%	%	%
Two Persons	31.6	30.6	33.9	40.0	41.3
Three Persons	25.3	20.8	20.4	20.9	21.5
Four Persons	21.5	21.3	20.0	22.6	23.1
Five Persons	10.9	13.5	12.7	10.7	9.9
Six Persons	5.1	7.1	6.8	3.8	2.9
Seven Persons	2.5	3.3	3.2	1.2	0.7
Eight or more	3.0	3.5	2.9	0.8	0.5
Average Persons/Family	3.6	3.7	3.6	3.2	3.2

Sources: Statistics Canada. (1951). *Census of Canada, Volume III*. (Table 129).

Statistics Canada. (1961). *Census of Canada*. (Table 44).

Statistics Canada. (1986). *The Nation: Families, Part 1*. (Table 1, Cat. No. 93-106).

Table 1.12B

Percentage Distribution of Children under 24 years per Census Families, Manitoba, 1951-1986

Number of Children	1951	1961	1971	1981	1986
Total Census Families	191,268	215,831	235,995	262,185	276,320
	%	%	%	%	%
No Children	33.0	31.2	33.2	34.0	34.4
One Child	24.5	20.0	19.9	23.8	24.8
Two Children	21.2	21.2	20.3	24.5	25.5
Three Children	10.8	13.6	12.9	11.5	10.8
Four Children	5.1	7.1	7.0	4.1	3.1
Five Children	2.5	3.3	3.3	1.2	0.8
Six or more Children	2.9	3.5	3.4	0.9	0.5
Average Children/Family	1.5	1.7	1.6	1.4	1.3

Sources: Statistics Canada. (1951). *Census of Canada, Volume III*. (Table 129).

Statistics Canada. (1961). *Census of Canada*. (Table 44).

Statistics Canada. (1986). *The Nation: Families, Part 1*. (Table 1, Cat. No. 93-106).

Table 1.13

## Divorce and Marriage Rates (per 1000 population) for Manitoba, 1946-1988

Year	Marriage Rate	Divorce Rate
1946	11.8	0.9
1951	9.5	0.5
1956	7.9	0.4
1961	7.1	0.3
1966	7.6	0.5
1968	8.5	0.5
1971	9.2	1.4
1976	8.1	1.9
1981	7.9	2.3
1983	7.9	2.5
1985	7.8	2.2
1988	7.3	2.8

Sources: Statistics Canada. (1985). *Marriages and Divorces, Vital Statistics, Volume II*. (Cat. No. 84-205 Annual).

Statistics Canada. (1988). *Vital Statistics Summary Health Report Supplement Number 17*. (Cat. No. 82-003).

The impact of these trends is a historical decline in the number of two-parent families with children and an increase in the number of one-parent families. In 1951 just over 60% of all census families featured a husband and wife with never-married children. By 1986 only slightly more than 53% of all families fitted that description. One-parent families had increased from less than 9% in 1961 to just over 12% in 1986. Of all families with children, 19% were one-parent families by 1986. Furthermore, more of these one-parent families were headed by a woman than in the past. In 1951 women headed 79% of single-parent families, and most of them were widows. By 1986, 83% of one-parent families were headed by women, most of them separated or divorced.

Table 1.14

## Census Families by Type of Family in Manitoba, 1951-1986

Family Type	1951	1961	1971	1981	1986
Total Families	191,268	215,831	235,760	262,190	276,320
	%	%	%	%	%
<b>Husband-Wife Total</b>	90.0	91.3	90.5	88.9	87.8
No Children	29.6	28.2	31.1	34.0	34.4
1 or More Children	60.4	63.1	59.4	54.9	53.4
<b>Lone-Parent Total</b>	10.0	8.7	9.4	11.1	12.2
Female	7.9	7.0	7.4	9.2	10.1
Male	2.1	1.7	2.0	1.9	2.1

Sources: Statistics Canada. (1951). *Census of Canada, Volume III*. (Table 137).

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Statistics Canada. (1971). *Husband-Wife Families*. (Table 59, Cat. No. 93-720).

Statistics Canada. (1981). *One-Parent Families*. (Table 65, Cat. No. 93-721).

Statistics Canada. (1986). *The Nation: Families, Part 1*. (Table 3, Cat. No. 93-106).

The rising number of one-parent families with children also spells more children living in poverty because the incomes of one-parent families are substantially below those of two-parent families. In 1970 the gap in average real (1985\$) family income between two-parent and one-parent families was \$12,631. By 1985, the gap had increased to \$16,960, mainly because of the faster growth in real incomes of two-parent families between 1980 and 1985.

Table 1.15

**Average Income for Census Families Income by Family Status in Constant (1985) Dollars for Manitoba, 1970-1986**

Family Status	1970 \$	1980 \$	1986 \$
Total Census Families (Average Earnings)	26,998	32,379	34,127
Husband/Wife	28,066	34,024	37,561
Lone Parent	15,435	19,280	20,601

Source: *Statistics Canada. (1971). Incomes of Families, Family Heads and Non-Family Persons Showing Selected Characteristics. (Table 82, 83, 111, Cat. No. 93-725).*

*Statistics Canada. (1981). Census of Canada, Volume II. (Table 44, 46, Cat. No. 93-943).*

*Statistics Canada. (1986). The Nation: Families, Part 2. (Table 9, 13, Cat. No. 93-107).*

Because of the lower income of one-parent families, the likelihood of these families having an income below the Statistics Canada Low Income Cut-Offs (LICOs) is much higher. In 1985, only 12.6% of husband-wife families with never-married children had low incomes. By comparison, 46.3% of female-headed one-parent families had low incomes, compared to 20% of male one-parent families. Historically, elderly person households have been most at risk of having low incomes. Yet, between 1980 and 1985, the rate of poverty among these households fell from 60 to 46%, leaving the female one-parent household the most likely to have a low income.

Table 1.16

**Economic Families and Unattached Individuals in Private Households by Family Status, Showing Incidence of Low-Income, Manitoba, 1980 and 1985**

Economic Family Status	1980 %	1985 %
All Economic Families	14.5	15.0
Husband-Wife Families	11.3	11.3
Married Couples Only	9.4	8.9
Married Couples with Never-Married Children	12.3	12.6
Married Couples with Other relative only	14.2	13.5
All Other Husband-Wife Families	14.0	14.5
Non-Husband-Wife Families	35.3	37.2
Male Reference Person with Never-Married Children	15.0	20.4
Female Reference Person With Never-Married Children	44.3	46.3
All Unattached Persons 15 and Over	41.9	39.7
15 to 64 Years	32.6	36.3
65 and Over	60.5	46.1

Source: *Statistics Canada. (1986). Census of Canada. Data collected from 20% sample household, (Table TN86B010).*

Over the past 40 years in Manitoba, there has been increased urbanization, decreased family size, and increased participation of women in the work force. These trends, together with maternity leave legislation that gives women the right to return to their full-time jobs, have contributed to increased concern about adequate care for the children of families where both parents work and about the need to develop a provincial child care system.

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## Chapter 2

### AN HISTORICAL OVERVIEW OF CHILD CARE IN MANITOBA

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When immigration was at its peak and Winnipeg was a city of workers building new lives, child care was identified as a social need. The Mothers' Association, founded in Winnipeg in 1905, advocated for mothers and their children. It addressed issues such as child labour, the cost of fresh milk, the safety of the streets, and the care of children. By 1909 the members of the Mothers' Association were founding the Day Nursery Centre on Stella Avenue. The centre was just down the street from the Stella Mission, which later developed a pre-kindergarten for area children (Provincial Archives of Manitoba). The Day Nursery Centre expanded to three locations over the years and continues to provide child care today.

Child care is one of the many services Manitobans built along cultural, occupational, and geographical lines in the years before World War II. Informal child care was often provided by churches, guilds, and women's organizations so that mothers could attend church or public events or do volunteer work. Enterprising women established creches for the women working long shifts in the factories. When the women in church-based charities saw a need for child care, they often responded by organizing a day nursery. Other women showed ingenuity and concern by providing care for children in their own homes.

Local charities provided the financial support for child care in the years prior to World War II. Chief among these charities was the Winnipeg Community Chest, which later became the United Way. It supported children's services, including child care, from the depression years until the 1960s (Provincial Archives of Manitoba). While early organized child care was often professionally staffed by nurses, teachers, and social workers, the volunteers were the ones who kept early child care alive.

Since the end of the second world war, child care services in Manitoba have evolved in three relatively distinct phases. The first phase, 1945 to 1974, includes the period immediately following World War II and extends to the establishment of the province's Child Day Care Program. The second phase, 1974 to 1981, comprises the period from the beginning of the government program to the drafting of specific child care legislation in 1981. The third phase, 1982 to the present, includes the implementation of legislation and subsequent growth and development of services.

A number of trends are evident throughout these phases of development. The number of licensed and funded spaces has grown continuously, if not always at a steady rate. There has been a gradual move away from non-governmental sponsorship of services in the early period to greater government responsibility for funding. Legislation related to day care services was initially concerned only with basic health and safety issues; however, as the system evolved, policy makers became more concerned with child development. This was manifested by including in the legislation program standards which focus on supporting child

development, by introducing methods for monitoring these standards, and by implementing funding mechanisms to support them. Educational requirements for child care professionals also became more formalized and were included in legislation. Some of the associations representing child care providers were, and continue to be, instrumental in advocating for training and educational standards and recognition of the need for the professionalization of child care services.

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### 1945-1974: A Growing Recognition of Child Care Needs

The post-World War II baby boom in Manitoba saw the development of a number of nursery schools. Sponsorship of nursery schools during this period was non-governmental, and services provided were limited. Programs were generally of two types. One type was an enrichment program designed to support the socialization and development of young children. An example was the nursery school established in 1943 in the University of Manitoba's School of Home Economics. Among the children who attended were those of the war veterans who lived with their families in special student housing on campus (Brockman, 1989). A second type of program provided for the basic needs of children from poor or deprived families. Services such as the Day Nursery Centre in the inner city of Winnipeg were sponsored by organizations motivated by a sense of obligation toward the disadvantaged. In addition, retail department stores such as Eaton's and the Hudson's Bay Company provided care under the supervision of their staff for the children of customers. Some of these caregivers were trained as registered nurses.

In the late 1940s and early 1950s demand for non-parental care decreased in response to the return to their homes of women who had worked at wartime jobs. However, the increase in mechanization introduced at the end of the war affected farming practices. A substantial rural population in Manitoba had been characterized by large families; the older children provided the needed labour, and the younger were usually cared for by older siblings, extended family, or hired maids and housekeepers when non-parental care was required. With increasing mechanization of the farms, older children moved to towns and cities for jobs in the 1960s and 1970s. Here they found jobs and established new families, and without the traditional child care support of the rural extended family, these young parents needed to find new forms of child care while they were working. As a consequence, there were increasing demands for child day care in urban areas.

The growing need for child care services was recognized by the Community Welfare Council of Winnipeg (now the Winnipeg Social Planning Council) and confirmed by a survey the council conducted in the late 1950s. Their report (1962) stated, "It is indicated that 28% of all married women work.... In Winnipeg there are between 1,000 and 1,400 preschool children in situations where improved care is acutely needed." (Community Welfare Council of Winnipeg, 1962). According to the report, more mothers were working than had been assumed, and only one child in ten in Winnipeg who needed care, received it. Among the recommendations of the report were:

- a pilot project for noon, before and after school programs.
- a social agency to supervise family day care homes.
- the establishment of a training course at the University of Manitoba.

- the employment by the City of Winnipeg of a consultant in early childhood education.
- further public education about the effect of inadequate care on children.

(Community Welfare Council of Winnipeg, 1962)

Many of these recommendations were reiterated in reviews and evaluations for the next 20 years.

Ten years later the Planning Secretariat of the provincial government commissioned a study of day care services in Manitoba (Rutman, 1971). Among the recommendations were:

- the provincial government's ultimate responsibility for helping families arrange supplementary care for their children.
- uniform licensing regulations for the province.
- the establishment of day care centres within the public school system.
- the expansion of organized family day care services.
- the development of child care training programs.

In the same period, the new Manitoba Women's Bureau, now the Women's Directorate, studied existing child care services in the province and seconded many of Rutman's recommendations (Manitoba, 1974).

Not until the late 1960s and early 1970s, when several forms of federal government funding allowed groups to develop child care consistent with some of the recommendations, was there evidence of any impact of these reports. The federal government established the Canada Assistance Plan (CAP) in 1966 as an arrangement to cost share welfare-oriented services with the provinces. The Special Dependent Care provisions of CAP provided for federal contributions to provincial child care services for those "in need" or "likely to become in need." Under these CAP provisions some support for child care services in the form of subsidies to families demonstrating financial need were provided and cost shared on a 50/50 basis (Canada, 1966).

During this same period a number of new child care centres were established with funding provided by short-term federal government employment and community development grants such as Opportunities for Youth (OFY) and Local Initiatives Projects (LIP). Many of these centres were sponsored by parent cooperatives and were supported in part by grants from these federal sources and in part by parent fees. Similar funding sources supported the first noon and after-school programs, most of which were located in public schools. Already established centres which served children from disadvantaged backgrounds, such as the Day Nursery Centre and St. Joseph's Day Nursery, received additional funding from the United Way of Winnipeg.

Family day care homes were also providing services at this time. A community-based organization, the Family Bureau of Winnipeg, later known as Family Services of Winnipeg, was responsible for recruiting, approving, and monitoring family day care providers from 1965 to 1975 and for referring parents to suitable homes. Parental fees for family day care were subsidized by the province and cost shared through the Special Dependent Care provisions of CAP.

During this period, licensing of day care centres and family day care homes was a municipal responsibility. However, municipal involvement with child care services was limited to Winnipeg and Brandon. Under the City of Winnipeg Welfare Institution Bylaw (1972), centres were licensed according to basic health, safety, and fire regulations. Municipalities did not provide any funding for day care services.

Formal education and training programs for child care workers were established in the early 1970s. Red River Community College piloted a program in the late 1960s and began offering its 2-year Child Care Services diploma program in January 1971. The University of Manitoba's 4-year degree program in Family Studies was established in the Faculty of Home Economics (now Human Ecology) in 1970. A 3-year Bachelor of Arts degree with a major in Developmental Studies was established at the University of Winnipeg in 1971.

Shifts in population distribution during this post-war period brought increased recognition of the need for a formal child care system. The fundamental philosophy of such a system had been stated in several reports; forms of government funding and licensing, though minimal, had been introduced; and the importance of formal education and training of child care workers was recognized. The challenge of the next decade for the community, including government, was to develop these beginnings into an effective child care system based on the principles of parental involvement, community-based programs, and a non-profit emphasis, with financial responsibility for child care services shared among parents, government, and the community.

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## 1974-1981: The Evolution of a System of Child Care

### Funding

Although the provincial government was committed to a child care system in 1969, it did not reach agreement on the structure and funding of the system until 1974 after considerable internal deliberation and discussions with the federal government. Manitoba was the first province with which the federal government cost-shared grants for child care services for families "in need" through the day care provisions of the Canada Assistance Plan. Income tests to establish eligibility for fee subsidies were approved under CAP and represented the beginning of a change in the status of child care from a welfare benefit to the status of a social service. 1974 also marked the beginning of Manitoba's provincial Child Day Care Program. The program was delivered as part of the income security (or welfare) division of the Department of Health and Social Development. At the conclusion of the first fiscal year (1974-75), there were approximately 1,500 spaces in the Child Day Care Program, most of which had already been established through previous short-term federal funding.

Initially, the Child Day Care Program provided start-up and operating grants to some centres and homes, as well as subsidies for eligible low-income families. The first grant to centres was established in 1974 in the form of an annual maintenance (or operating) grant of \$100 per space. Family day care providers received a similar grant of \$25 per space. Parent fees were \$5 per day. To be eligible for funding, centres had to be non-profit, incorporated entities with at least three board members, and licensed by either the City of Winnipeg or the Province of Manitoba. The provincial Child Day Care Program provided some assistance to parents seeking child care and, through a staff of regional day care coordinators, acted as a resource to existing day care centres and family day care homes.

From 1974 to 1976 the Child Day Care Program continued to grow as more subsidized spaces were funded in non-profit centres. In 1977 the Minister of Health and Social Development allowed commercial centres in continuous operation since the establishment of the Child Day Care Program in 1974 to enroll subsidized children in up to 50% of their licensed spaces, to a maximum of 75 subsidized spaces per centre. With this one exception, commercial centres were not eligible for government funding, and all government support was directed to non-profit day care centres and to family day care homes. Between 1977 and 1980 the funding of day care services and spaces did not increase.

In 1980 the Manitoba government produced its *White Paper on Tax Credit Reform* (Manitoba, 1980) which contained a number of program initiatives with implications for day care services. These included modifying the income test used to calculate child care fee subsidies in order to render more middle-income families eligible, increasing grants to centres, raising ceilings for fees in order to increase centre revenues, and including noon and after-school child care under provincial licensing and funding programs.

Non-governmental sources of funding such as the United Way and the Winnipeg Foundation continued to provide some support for centres. Following the findings of a survey of day care conducted by the University of Winnipeg Institute of Urban Studies (1978), the United Way re-examined its involvement in day care services. It changed its policy and indicated that it would no longer provide ongoing funding for day care services on the rationale that this responsibility belonged to government (United Way of Winnipeg, 1979). The Winnipeg Foundation continues to fund one-time demonstration projects aimed at developing new approaches to day care services and determining the feasibility of attempts to address unmet needs, but does not provide sustaining funds.

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### Licensing

Before the 1980s municipalities were responsible for licensing day care centres in urban areas, and the provincial government assumed responsibility for licensing centres in rural areas. In 1975, however, Manitoba's Child Day Care Program assumed the responsibility for monitoring and funding family day care homes in Winnipeg and for coordinating inspections required by the city's *Welfare Institution Bylaw* (1972). These included building, plumbing, electrical, fire, and health inspections. Social workers from the Department of Health and Social Development assessed the suitability of family day care providers, and the provincial Child Day Care Program recommended that the city issue licenses to family day care providers. Outside Winnipeg, family day care homes were approved by the Department of Health and Social Development.

In 1980 the provincial Child Day Care Program assumed all responsibility for inspecting and licensing family day care homes. Family Services of Winnipeg continued its involvement in family day care services through a special agreement with the province to approve homes and provide services for families and children with special needs. In Manitoba the provincial government itself licenses family day care providers and works with them directly rather than working exclusively through government approved bodies such as agencies.

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### Associations

Child care workers and providers began to organize in the 1970s. In response to the establishment of the provincial government's Child Day Care Program, the Manitoba Child Care Association (MCCA) was incorporated in

1974 to represent child care workers, boards of directors of centres, parents, child care students, and other child advocates (Manitoba Child Care Association, 1989). In the beginning the MCCA relied on the volunteer efforts of its members to organize workshops and conferences and to publish its newsletter. Over the years the operations of the MCCA became more formalized as memberships and services to members increased. In 1981 the Winnipeg Foundation provided a 2-year grant to the MCCA to hire an executive director to develop its operations and to become financially self-sustaining. Subsequently, in addition to an annual conference, a newsletter, and workshops, the MCCA began to offer its members services such as day care centre liability and group health insurance.

In the late 1980s the MCCA was funded primarily through membership dues supplemented by an annual grant from the Manitoba government. The association continues to offer the same services as in the early 1980s and with assistance from the federal government's Child Care Initiatives Fund, has added a consulting and training service. The MCCA has lobbied all levels of government on issues of concern to its members, such as salary levels, education and training opportunities for child care workers, and recognition of child care work as a profession. The MCCA has also performed other functions such as administering government grants which enabled day care centres to hire substitutes while regular staff enrolled in training programs (Manitoba Child Care Association, 1989).

Following the 1978 United Way study, a Day Care Coalition was formed which included both interested individuals and representatives of women's groups and community groups. This coalition lobbied the Manitoba government to provide more child care services on a non-profit basis, to improve funding mechanisms, to create legislated standards, and to provide training for child care workers. At the same time, an informal Day Care Liaison Committee was established to advise Child Day Care Program officials and to bring forward suggestions from the community.

In the 1980s the Manitoba Association of Independent Child Care Operators (MAICCO) was established by representatives of independent or commercial child care centres. Its members expressed concerns about lack of access to government grants and subsidies on a basis equivalent to non-profit child care centres. In 1988, the association was represented on the Manitoba government's Task Force on Child Care and in 1989, on the Working Group on Child Care. The MAICCO changed its name to Manitobans for Quality Child Care in 1988 (Manitobans for Quality Child Care, 1989).

A representative body for family day care providers, Women Attentive to Children's Happiness (WATCH), was incorporated in 1983 and later changed its name to the Family Day Care Association of Manitoba (FDCAM). Its purpose is to promote high quality family day care through the development of supports such as information and training services for providers and parents. The FDCAM works toward eliminating the isolation of providers by inviting them to participate in an association that offers mutual support. The FDCAM also informs all levels of government of the concerns of family day care providers, parents, and children and promotes the recognition of family day care as a valuable child care alternative throughout Canada. The association was represented on the 1988 Manitoba Task Force on Child Care and on the Working Group on Child Care in 1989. Among the services provided to its members is a newsletter and a package of benefits including medical, dental, disability, life, and liability insurance. The association has also developed and printed a family day care calendar as a programming and planning tool for providers. Since 1984 this calendar has been sold across Canada and exported to Europe and Australia.

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## 1982-1988: The Implementation of a System of Child Care

By 1982 Manitoba was ready to implement a plan for a comprehensive system of child day care. The basic principles of such a system had been studied and enunciated in several reports; operational and funding mechanisms had been tried and modified; and the roles of government, community, and parents had been established. During the 1981 election campaign the New Democratic Party had promised to introduce and implement child care legislation, and in June 1982 the newly elected government passed *The Community Child Day Care Standards Act* (Manitoba, 1982). Its main elements included: uniform and comprehensive licensing standards; rules that required programs to focus on "activities to promote the overall development of the children including physical, social, emotional and intellectual development"; educational requirements for child care workers; and criteria for governance and board accountability.

Before regulations to the Act were approved by Cabinet, consultation meetings were held throughout the province to inform the community of the new standards and to receive input from the community for the drafting of the regulations. From December 1982 to March 1983 government representatives, including a Member of the Legislative Assembly, held meetings throughout the province. After community responses had been incorporated into the legislation, the regulations were passed in July 1983. They were scheduled to take effect between October 1983 and June 1984, although some standards such as those related to the training of child care workers were to be phased in from 1983 to 1988.

In specifying the minimum licensing standards, the regulations addressed the basic components of an operational child care system designed to support the development of children. Provincial government staff along with community and professional associations assisted centres and family day care homes in meeting the requirements within the phase-in timelines.

Implementation of the Act and regulations was facilitated by an administrative change which moved the Child Day Care Program from the welfare division of the provincial government to the new Department of Community Services in October 1983. The social service orientation of Community Services supported the intent of the new legislation and gave child care a new community status.

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### Funding

Child day care centres which had to undertake renovations or move to new sites to meet space or health and safety requirements were provided with capital grants from the Child Day Care Program, other government programs, and non-government sources. The Winnipeg Core Area Initiative, a temporary urban development program sponsored by federal, provincial, and municipal levels of government, provided \$2.5 million in the form of capital grants administered by the MCCA. The Manitoba Community Places Program (formerly the Manitoba Community Assets Program), a fund available to non-profit organizations from Manitoba government revenue, provided capital grants and continues to assist some centres with capital costs. The Community Services Council of the Manitoba Lotteries Foundation also provides financial support to non-profit day care centres and family day care homes.

The impact of the 1982 legislation was greatest in the area of programming for children. In addition to specifying the child/staff ratios in day care centres, the legislation regulated education and training requirements for day care centre personnel. By 1988, two-thirds of the total staff complement in a full-time day

care centre (and proportionately less than two-thirds in other types of licensed care settings) were required to possess minimum training qualifications. Over the period from 1984 to 1988, short-term training programs were introduced which allowed child care workers to upgrade their training to meet these requirements. The provincial government provided \$1.2 million through the Manitoba Jobs Fund, a major provincial employment initiative of the 1980s, to hire substitutes for child care workers who elected to take the short-term training courses. The MCCA administered this program. Over this 4-year period the number of child care workers in full-time centres who met the minimal training requirements increased from 17% to 62%.

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### Child care education and training

Education and training requirements are defined by the new regulations in terms of eligibility for Child Care Worker (CCW) classification by the Child Day Care Program. While working in a day care setting, a child care worker may apply for a Child Care Assistant, CCW I, CCW II, or CCW III classification depending on the level of child care education and training the worker has received. After the phase-in period for child care classification (1984-1988), eligibility for CCW III will require a degree from an approved child care education and training program; for CCW II, a 2-year diploma from an approved child care training program will be required, and CCW I will require high school graduation. Persons with experience in child care who have not completed a formal program of education may opt to take the Competency-Based Assessment, which is modelled on the Child Development Associates credentialling procedures of the U.S. National Association for the Education of Young Children (NAEYC). This assessment allows experienced workers to obtain CCW II classification by demonstrating their competencies working with children. Anyone who disagrees with the classification level granted by the Child Day Care Program may appeal to the Day Care Staff Qualifications Review Committee. This committee was established by the legislation to hear appeals and advise the minister responsible for child care policy.

Child care training programs are approved by the Child Care Education Program Approval Committee (CCEPAC) established by the provincial Department of Education in September 1983. In conjunction with the educational and child care communities, CCEPAC developed the Manitoba Child Care Competencies, standards for program approval, guidelines for voluntary submission, and a process for reviewing and recognizing continuing education programs. The standards for program approval ensure that all accredited programs meet or exceed standards related to structure and operations, personnel, students, and curriculum. The curriculum must demonstrate that it has incorporated the content areas defined by the Manitoba Child Care Competencies (Stalker, 1990).

In recognition of the value of formal training and the responsibilities associated with the care of children, the Manitoba government introduced salary enhancement grants in January 1986. The government provides direct grants to eligible non-profit day care centres. The first of its kind in North America, the annual salary enhancement grant is designed to increase the salaries of trained child care workers.

Family day care providers are not classified; their licenses are based on standards which have been modeled on the Child Development Associates Family Day Care Competencies. Family day care providers in Manitoba have held that the operation and responsibilities of family day care are sufficiently different from those of day care centres to warrant distinctive training. As a consequence, the Family Day Care Association of Manitoba (FDCAM) and the

Manitoba government co-sponsored a training project for family day care providers in 1988/89 under the New Careers Branch of Manitoba Employment Services and Economic Security. Experiences from this pilot project are expected to assist in the development of an ongoing education and training certificate for family day care providers.

### Other developments

Though the major thrust over this 6-year period (1982-1988) was the implementation of *The Community Child Day Care Standards Act and Regulations* (Manitoba, 1982), other developments were also occurring. Beginning on a small scale in 1980, Manitoba pioneered an innovative program to assist with the integration of children with disabilities into day care centres and family day care homes. Staffing grants, introduced in 1982, enabled centres to hire additional staff to assist with the more intensive care often required by children with disabilities. In 1988 the program expanded to include greater numbers of children who are developmentally delayed.

An initiative by the provincial government to include day care centres in new school structures or to find space for them by renovating existing schools was introduced in 1986. Under the policy, the Manitoba government provides 100% of the capital costs of a school-based centre through the Public Schools Finance Board. School divisions receive the funds as part of a signed agreement between the Manitoba government and each participating school division which guarantees that the provincial government will be responsible for any debts incurred by the centre. These centres are administered and operated by non-profit, community-based boards of directors.

The Day Nursery Centre in Winnipeg has developed a volunteer program for inner-city day care centres that helps recruit, administer, train, and place volunteers with the objective of ensuring effective involvement with children (Day Care Volunteer Program, 1989). This program is supported by child day care fees and grants from business, foundations, and the province.

Child care for children of aboriginal families is a continuing concern of the government and community of Manitoba. Because of jurisdictional boundaries, provincial child care services are only available to aboriginal families not living on reserves. Depending on the demography of a region, however, day care centres in some communities may serve primarily aboriginal families. Throughout Manitoba approximately 25 centres serve a majority of aboriginal children of off-reserve families. The provincial government's position has been to offer information and to act as a resource to on-reserve services on a request basis. One Indian band has requested provincial licensing of its day care centre.

During the period from 1983 to 1988, the government of Manitoba worked with the federal government toward the development of a comprehensive national child care system. The goals of the system were to establish objectives for program quality, provide a mechanism for increasing the supply of day care spaces for families, and establish a research and development fund (Government of Manitoba, 1986). Child care advocates across Canada recognized Manitoba's leadership and contribution to the child care community's criticisms of the proposed national system introduced by the federal government in late 1987.

Manitoba's child care policies and system have evolved a great deal since the early 1900s. As a result of several cycles of community awareness and concern, formal surveys and studies of the community's concerns, and frequent efforts to exert varying forms of political pressure, succeeding governments have responded with funding and legislation for an expanding child care system-a system which respects families and supports the development of children.

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## Chapter 3

### AN OVERVIEW OF CHILD CARE LEGISLATION IN MANITOBA

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The following section provides an overview and discussion of:

1. the role and responsibilities of the provincial government with respect to the provision of child care services in the province of Manitoba, including the relevant legislation pertaining to licensing of child care facilities.
2. the overall capacity of child care facilities and the availability of child care spaces.
3. government funding for child care services, including subsidies available for families in Manitoba and operating grants for licensed child care.
4. staff education and training requirements, including wages and working conditions.
5. the availability of specialized programs for children such as special needs child care and native programs.
6. support services to the child care community.
7. professional organizations operating in the province.

This section provides a description of the Manitoba government's Child Day Care Program as it existed in the fall of 1988 and the services provided under its auspices. The data included here were derived from year-end summaries released on March 31, 1989. See Appendix A for additional details concerning child care in the province of Manitoba.

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#### Provincial Organizational Structure and Legislation

The Department of Family Services is responsible for the coordination of all aspects of child day care services in Manitoba. The Child Day Care Program was established in 1974 to encourage the creation of day care centres and family day care homes throughout Manitoba and to provide financial and consultative assistance to these centres and homes.

The Child Day Care Program directly licenses and monitors standards in day care centres and family day care homes throughout the province. Some of these facilities also receive funding from the program in the form of grants and subsidies. Subsidy applications from families are received and processed by Child Day Care Program offices in both Winnipeg and Brandon. All child care workers must be certified through the program in order to work in licensed day care centres. The branch also acts as a general resource to help communities, centres, homes, parents, and employers develop suitable services.

*The Community Child Day Care Standards Act* (Manitoba, 1982) was passed in 1982 and proclaimed in 1983; it established uniform and comprehensive licensing standards for child day care throughout Manitoba. The Act has subsequently been amended (Manitoba, 1987). The Act and Regulations include licensing criteria regarding staff training, supervision and staff/child ratios, behaviour management, program criteria, equipment and furnishings, health and safety, and physical and fire safety requirements.

Funding criteria included in *The Community Child Day Care Standards Act and Regulations* (Manitoba, 1982) require that day care centres must be incorporated as non-profit organizations and must meet criteria concerning governance, board composition, and financial accountability in order to be eligible to receive grants. Governance and board composition requirements stipulate that in order to receive grants, a non-profit parent-elected board of directors must govern the operation of a day care centre. The board must be comprised of at least five persons of whom at least 20% are parents and none are related to staff.

The Child Day Care office in Winnipeg serves as both the central directorate for the provincial system and the regional office for Winnipeg. It has direct responsibility for licensing and funding centres and family day care homes in Winnipeg and for grants to centres and family day care homes throughout Manitoba. The Department of Family Services operates regional offices in eight geographic areas outside of Winnipeg; regional field staff are responsible for licensing and monitoring facilities in those regions. Fee subsidies for these regions are administered from Winnipeg or Brandon. The staff in the regional offices liaise with the Child Day Care office in Winnipeg but do not report to the office directly; they report to the Regional Directors of Health and Family Services.

The Department of Family Services has a contract with a non-profit agency, Family Services of Winnipeg, to administer a special needs family day care program for 40 of Winnipeg's family day care providers and the families and children they serve.

Annual public health and fire inspections of day care centres are conducted by the City of Winnipeg in inner city areas and by provincial health inspectors in suburban and rural areas. Occupancy permits are issued to day care centres through municipal authorities.

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## Child Care Programs

Most child care programs in Manitoba are either day care centres or family day care homes that provide child care services for children 12 weeks to 12 years of age. Child/staff ratios and maximum group size standards are considered to be among the highest in Canada (see Table 3.1). Staff training is required in all but the family day care sector.

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Table 3.1

## Licensed Program Type by Relevant Characteristics

Type	Child Age	Staff/ Child Ratio	Maximum Group Size	Number of Spaces
<b>Centre Based Group Care</b>				
Full Time				
Infant/Toddler	12wks-1yr 1yr-2yrs	1:3 1:4	6 8	521
Preschool	2yrs-3yrs 3yrs-4yrs 4yrs-5yrs 5yrs-6yrs	1:6 1:8 1:9 1:10	12 16 18 20	6,626 <sup>1</sup>
School Age	6yrs-12yrs	1:15	30	2,714
<b>Part Time</b>				
Nursery School	12wks-2yrs 2yrs-6yrs	1:4 1:10	8 20	4,486
<b>Family Day Care<sup>2</sup></b>				
All Ages	12wks-12yrs	1:8	8	2,292

Key: wks=weeks  
yrs=years

<sup>1</sup> Full time centre ages are not broken down because they can shift depending on families enrolled.  
<sup>2</sup> Family day care ages are not broken down because they can shift depending on families enrolled.

Sources: Manitoba. (1982). *The Community Child Day Care Standards Act and Regulations*.  
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A majority of child care services in Manitoba are provided through the non-profit sector. In 1988 just over 87% of full-time and school age centre-based child care spaces were operated by non-profit organizations. Family day care is considered for the purposes of federal cost-sharing to be wholly non-profit. Nursery school or part-time spaces account for 27% of the total licensed spaces, with just over 90% of them in the non-profit sector.

Table 3.2

Licensed Program Type by Auspices. Representing Distribution of Spaces

Type	Facilities		Spaces	
	Profit	Non-Profit	Profit	Non-Profit
<b>Centre Based Group Care</b>				
Infant/Toddler/Preschool	22	178	1,187	5,946
School Age	2	73	58	2,656
Nursery School	18	206	420	4,066
<b>Total</b>	<b>42</b>	<b>457</b>	<b>1,665</b>	<b>12,668</b>
<b>Family Day Care<sup>1</sup></b>	N/A	416	N/A	2,169
<b>Group Day Care Home<sup>1</sup></b>	N/A	12	N/A	137
<b>Total</b>		<b>428</b>		<b>2,306</b>

<sup>1</sup> Self employed, but considered non-profit for grant purposes.

Source: Canadian National Child Care Study. (1988). *Provincial/Territorial Questionnaire*.

Table 3.3

Profile of Spaces by Auspice

Auspice	Number of		Percentage of Total	
	Profit	Non-Profit	Profit %	Non-Profit %
Full Time (Centres)	1,245	8,602	10.2	70.8
Full Time (Homes)	N/A	2,306	N/A	19.0
<b>Full Time Total</b>	<b>1,245</b>	<b>10,908</b>	<b>10.2</b>	<b>89.8</b>
Part Time	420	4,066	9.4	90.6
<b>All Spaces Total</b>	<b>1,665</b>	<b>14,974</b>	<b>10.0</b>	<b>90.0</b>

Source: Canadian National Child Care Study. (1988). *Provincial/Territorial Questionnaire*.

Over 77% of full-time centre-based care spaces are located in the Winnipeg area, but slightly more than half the spaces in family day care homes are located outside of Winnipeg. However, group day care homes are relatively rare outside the urban area.

**Table 3.4**

**Geographic Distribution of Spaces in Manitoba**

Centre Day Care: (Full time)	Non-Winnipeg	Winnipeg
Infant/Toddler/Preschool	1,906	5,241
School Age	341	2,373
<b>Total</b>	<b>2,247</b>	<b>7,614</b>
Family Day Care	1,179	976
Group Day Care Homes	24	113
<b>Total (Full time)</b>	<b>1,203</b>	<b>1,089</b>
<b>Total Nursery School (Part time)</b>	<b>2,230</b>	<b>2,256</b>
<b>Grand Total</b>	<b>5,680</b>	<b>10,959</b>

*Source: Canadian National Child Care Study. (1988). Provincial/Territorial Questionnaire.*

## Special Populations

### Aboriginal Child Care

The Manitoba Child Day Care Program does not collect statistics on the ethnocultural background of the children in care, and there are no spaces designated for aboriginal children. However, there are a number of non-profit day care centres which serve primarily aboriginal families living off-reserve by reason of the centres' location or their enrolment policy. There are at least 25 day care centres with a total of 884 licensed spaces that enroll significant numbers of aboriginal children. Nineteen of these centres are located in Winnipeg, and six are in other communities.

The Manitoba government's position regarding day care services on reserves has been to offer information, act as a resource, and issue a licence if the band council passes a resolution requesting such provincial involvement. The federal government does not license day care centres on reserves, but the province is willing to license such centres on request.

The provincial Department of Family Services and the federal Department of Indian and Northern Affairs are working on the development of aboriginal child care services designed to meet the distinct needs of this community. Staff from the Child Day Care Program are also working with a community group to establish an urban aboriginal day care centre in Winnipeg.

### Special Needs/Children with Disabilities

The Child Day Care Program provides an administrative grant to St. Amant Developmental Day Care, which provides resources to disabled children. The program operates an integrated program which includes 16 disabled and 16 non-disabled children. Children's Special Services, a separate branch in the Department of Family Services, provides a grant to the Society for Manitobans with Disabilities. The Society for Manitobans with Disabilities operates a nursery school on a non-profit basis for a total of approximately 90 children.

The Children with Disabilities program of the Child Day Care Program provides special grants which allow non-profit day care centres to hire additional staff to assist with the more intensive care required for disabled children. This program included approximately 400 children in 1989; the enrolment averaged two children with disabilities for each funded day care centre in Manitoba in 1989.

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### Multicultural

The majority of day care centres in Manitoba are operated by non-profit, community-based boards of directors. Although each board determines its own operating policies, including policies on enrolment and the cultural focus of the centre, all provincially funded centres must be open to the general community. A number of ethnocultural communities have formed boards and established their own day care centres and part-time nursery schools. By 1989, 47 day care centres were offering heritage language programs, defined as programs that incorporate a language other than English. These languages include French, German, Ukrainian, and Hebrew.

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### Support Services

- The Day Care Volunteer Program, a community-based service established in 1983, enhances the quality of care for preschoolers in 16 day care centres by providing trained volunteers to work directly with children. The volunteers increase the opportunities for one-to-one interaction, enabling centres to better meet the needs of all children, but in particular, special needs and immigrant children. Volunteers provide additional support for the development of special needs children and help deliver a language stimulation program to assist language-delayed or ESL children. Day care centres which are members of the program each pay an annual fee of \$500. The program also receives part of its funding from public and private grants.
- Winnipeg School Division No. 1 operates publicly funded nursery school programs in 55 of its 59 elementary schools. These programs were developed beginning in the early 1980s, originally in response to the needs of inner city children and in order to prepare them for school. Frontier School Division also operates nursery school intervention programs for high-needs children.
- Winnipeg School Division No. 1 funds and operates the Adolescent Parent and Pregnant Teens Program, which began in 1972 as a program for pregnant teenagers and later amalgamated with another program for adolescent parents established in 1986. The program, which offers individualized academic programs at the grade 10 to 12 level, concentrates on the health of the mother and child and teaches parenting and life skills as well as nutrition, education, and prenatal classes.
- A number of high schools in several school divisions are planning to develop child care services in schools. These services would provide support for young parents to continue their academic training. They would also offer life skills and parenting skills courses.
- Mount Carmel Clinic is an inner-city Winnipeg health clinic which provides medical and dental services. In 1988 the clinic designed and implemented the Moms and Babes program, a demonstration project with outreach locations in three Winnipeg core area schools and a total enrolment of 25

young women in each of the first 2 years. A coordinator helps the students get access to services and resources that will enable them to remain in school.

- Originally established in 1975, the South Winnipeg Family Centre provides a wide range of programs and information, including educational resources, a referral service, and a lending library.
- The YM-YWCA of Winnipeg sponsors Y Neighbours Programs, which are weekly morning sessions for mothers not in the paid labour force on a full-time basis. The sessions include educational topics, self-development, and leadership training; they also provide networking opportunities for women. In addition, the YM-YWCA sponsors summer day camps throughout Manitoba and operates several single-focus part-time recreational programs for preschoolers.
- The City of Winnipeg Parks and Recreation Department provides a number of recreational programs for children throughout the year.
- Women's shelters provide child care support for abused women on a short-term basis as women consider options while seeking shelter.
- The public library system operates free toy-lending libraries in communities throughout the province. Users are required to take a 10-week course on how to use the service most effectively.
- Five parent/child resource centres operating in Winnipeg offer parent support groups, toy and book-lending libraries, and resource libraries for parents, at no cost. These resource centres are funded by grants from the Winnipeg Core Area Initiative, a temporary urban development program sponsored by the three levels of government, the Winnipeg School Division and private agencies.

These are some of the existing family support services in Manitoba. However, community-based, non-profit organizations are continually responding to unmet needs by establishing innovative programs and services. The number and variety of these programs change as the needs of the community change.

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## Funding

Although family and group day care home providers are self-employed, for purposes of receiving grants they are considered non-profit. Although only non-profit facilities are eligible for grants, any licensed day care centre or home can collect the fee subsidies which the government provides to assist eligible families with the cost of care.

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### Fully funded, partially funded, and unfunded status

Licensed spaces in both day care centres and homes may be fully or partially funded by provincial government grants; they also may operate without any grants at all (unfunded). Partial funding takes the form of once-only start-up grants and salary enhancement grants of a lesser amount than those available to fully funded centres. It does not include operating funds. All licensed facilities, however, are eligible for fee subsidies paid to them by the Child Day Care Program on behalf of eligible families. Of the 16,639 licensed spaces in Manitoba, approximately 6,000 are filled with subsidized children at any one time.

Although they are operational, many centres and homes are on a waiting list for funding because the amount of money available for grants is limited. Manitoba's day care legislation does not permit commercial facilities to receive grants.

Table 3.5

Profile of Licensed Spaces by Funding Status

Type of Space	Fully Funded Spaces	Partially and Unfunded Spaces	Total	Percentage Fully Funded %
Full Time (Centres)	8,003	1,858	9,861	81.2
Full Time (Homes)	1,724	568	2,292	75.2
Part Time (Centres)	1,746	2,740	4,486	40.0
<b>Total</b>	<b>11,473</b>	<b>5,166</b>	<b>16,639</b>	<b>70.0</b>

Source: Canadian National Child Care Study. (1988). *Provincial/Territorial Questionnaire*.

### Funding of child care services

#### i. Subsidies

Child Day Care pays licensed providers fee subsidies on behalf of eligible families. The amount of the subsidy is based on an income test which takes into account family size, number of children in care, and total net family income. If family income does not exceed the allowable level, all or part of the daily fee will be paid by the provincial Child Day Care Program. Licensed day care centres and family day care homes may charge an additional, optional surcharge of a maximum of \$1 per day per child. No subsidy is available for the optional surcharge. Maximum daily fees are set by the regulations.

Fees in nursery schools (part-time programs) vary widely throughout the province.

Table 3.6

Maximum Fees and Subsidies

Types of Care	Maximum Subsidy/4 weeks \$	Average Fees/4 weeks \$	Number of Subsidized Children
Licensed (Full Time):			
CDC- Infant	308.00	328.00	U/A
Preschool	256.00	276.00	U/A
School age	228.00	248.00	U/A
FDC	as above	as above	U/A
GDCH	as above	as above	U/A

Key: CDC = Centre Based Group Care

FDC = Family Day Care

GDCH = Group Day Care Home

Source: Canadian National Child Care Study. (1988). *Provincial/Territorial Questionnaire*.

ii. **Grants for Centre-Based Group Day Care Facilities**

- Start-up grants are one-time grants to assist with the purchase of equipment and other costs of establishing a day care program.
- Annual maintenance grants are operating grants to assist with the overall operation of centres.
- Audit grants go towards the cost of the auditing of the books of a day care centre.
- Infant grants are made for each day an infant child is enrolled in a group day care centre.
- Family day care satellite grants go to centres authorized to provide ongoing support to a maximum of six family day care homes.
- Other grants are provided for facilities licensed before October 10, 1983: specifically, grants for upgrading fire equipment and upgrading indoor and outdoor space to comply with new minimum licensing requirements.
- Salary enhancement grants are annual grants paid by government to non-profit centres on behalf of workers classified as CCW II and CCW III.
- Work-site capital grants are one-time grants of up to \$75,000 toward the capital costs of non-profit work-site day care centres.
- Disability grants include:
  - start-up grants for each child assessed with a physical or mental disability and enrolled in a day care centre.
  - supplementary daily grants for day care centres on behalf of children with disabilities.
  - staff professional service/training grants for day care centres. These are specialized grants for purposes of staff training or professional services related to care of children with physical or mental disabilities.
  - special staffing grants for each billing period that children with disabilities are enrolled in a group day care centre.

iii. **Grants for Family Day Care and Group Day Care Homes**

- Start-up grants for family day care homes to assist with the purchase of equipment and other costs of establishing a family day care program.
- Annual maintenance grants to assist with the overall operation of a family day care home.
- Audit grants towards the cost of auditing the books of a group day care home.
- Infant grants for each infant child enrolled in a day care home.
- Supplementary daily grants for children with disabilities (based on the number of days recommended in an assessment).

Table 3.7A

Grants for Day Care Centres

Type of Grant	Start-Up	Capital	Mainten- ance	Audit	Infant	Physical Upgrading	Salary Enhancement
Frequency of Payment	Once only per space	Once only per centre	Annual per space	Annual per centre	Daily per child	Once only per centre	Annual per trained worker
	\$	\$	\$	\$	\$	\$	\$
Full Time Day Care Centre	450	75,000	968	1,030	6.70	3,000	3,300
Nursery School							
1 to 5 sessions per week	245	.. <sup>1</sup>	245	730	.. <sup>1</sup>	3,000	3,300
6 to 10 sessions per week	245	.. <sup>1</sup>	484	730	.. <sup>1</sup>	3,000	
School Age Day Care Centre	450	.. <sup>1</sup>	484	1,030	.. <sup>1</sup>	3,000	3,300

<sup>1</sup> Not eligible for this category of grant.

Source: Canadian National Child Care Study. (1988). Provincial/Territorial Questionnaire.

Table 3.7B

Special Grants for Day Care Centres Enrolling Children with Disabilities<sup>1</sup>

Type of Grant	Start-Up Supplementary		Day Care Staffing Specialized Satellite		
	Once only/child	Daily per child	Billing period	Annual per child	Daily per home
	\$	\$	\$	\$	\$
Full Time Day Care Centre	557	9.50	1,670	1,545	2.10
Nursery School					
1 to 5 sessions per week	557	9.50	1,670	1,545	2.10
6 to 10 sessions per week	557	4.75	1,670	775	2.10
School Age Day Care Centre	557	5.60 <sup>2</sup> 950 <sup>3</sup>	1,670	1,545	2.10

<sup>1</sup> These grants are in addition to the grants outlined in Table 3.7A.

<sup>2</sup> Regular school days.

<sup>3</sup> School holidays, inservice days.

Source: Canadian National Child Care Study. (1988). Provincial/Territorial Questionnaire.

**Table 3.7C**

**Grants for Day Care Homes<sup>1</sup>**

Type of Grant	Start Up	Main-	Audit	Infant	Children with Disabilities	
		tenance			Supplementary	
Frequency of Payment	(Paid Once Only per of space)	(Paid Annual per space)	(Paid Annual per home)	(Paid Daily per child)	(Paid Daily per child)	\$
Family Day Care Home	225	185	--	2.30	4.75	- Preschool, and school age on holidays and inservice days
					2.80	- School age on regular school days
Group Day Care Home	225	363	729	2.30	4.75	- Preschool, and school age on holidays and days
					2.80	- School age on regular school days

*1 Family day care homes and group day care homes are self-employed, but are considered non-profit for purposes of grant eligibility.*

*Source: Canadian National Child Care Study. (1988). Provincial/Territorial Questionnaire.*

## Child Care Staff

In order to receive a day care centre licence, full-time, nursery school and school-age centres must employ a certain number of staff, some of whom must have specific qualifications for working with children. The regulations under *The Community Child Day Care Standards Act* (Manitoba, 1982) specify the required proportion of qualified staff, the dates by which staff must meet qualifying standards, and the standards for qualification in the four levels of child care worker.

Qualifying standards for the four levels are as follows.

### Child Care Assistant

Classification as a Child Care Assistant is granted if:

- a person is not eligible on the basis of educational requirements for classification at the CCW I, II, or III level and who is employed at a day care centre.

### Child Care Worker I

Classification as a Child Care Worker I (CCW I) is granted if:

- high school has been completed  
OR  
child care training necessary for classification at the CCW II or III level has been started but not yet completed, whether with or without completed high school.

### Child Care Worker II

For individuals employed as of December 31, 1984, a CCW II classification is granted if:

- a certificate in child care (e.g., extension certificate) from a recognized educational institution has been completed by October 31, 1991  
OR  
a minimum of 240 course hours from a recognized educational institution have been completed by October 31, 1991 (including a minimum of 60 hours in child development; 30 hours in health, nutrition, and safety; 60 hours in curriculum planning and creative experiences; 30 hours in guidance of children's behaviour; 30 hours in family and community studies; 30 hours in interpersonal relations and professionalism)  
OR  
an individual is assessed as competent according to criteria established by Child Day Care.

For individuals beginning employment between January 1, 1985 and October 31, 1991, a CCW II classification is granted if:

- a certificate in child care from a recognized educational institution has been completed by October 31, 1991  
OR  
a minimum of 600 course hours from a recognized educational institution have been completed by October 31, 1991 (including a minimum of 120 hours in child development; 30 hours in health, nutrition, and safety; 135 hours in curriculum planning and creative experiences; 30 hours in guidance of children's behaviour; 50 hours in family and community studies; 55 hours in interpersonal relations and professionalism; and 180 hours in supervised practicum)  
OR
- equivalent  
OR
- an individual is assessed as competent according to criteria established by the Child Day Care Program.

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### Child Care Worker III

For individuals employed before October 31, 1991 a CCW III classification is granted if:

- a diploma or degree in child care (e.g., Child Care Services Diploma, Bachelor of Human Ecology majoring in child development, or Bachelor of Education in early childhood education) from a recognized educational institution has been completed by October 31, 1991  
OR
- a minimum of 1,100 course hours from a recognized educational institution have been completed by October 31, 1991 (including a minimum of 180 hours in child development; 60 hours in health, nutrition, and safety; 270 hours in curriculum planning and creative experiences; 60 hours in guidance of children's behaviour; 100 hours in family and community studies; 90 hours in interpersonal relations and professionalism, and 350 hours in supervised practicum).

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### Day care centre director

A day care centre director employed in that position as of December 31, 1984 may receive a CCW III classification by completing one of the following programs of study from a recognized educational institution prior to October 31, 1991:

- a diploma or degree in child care  
OR
- a minimum of 1,110 course hours in defined content areas.  
OR
- by completing the requirements for a CCW II classification and the Certificate in Day Care Management from the University of Manitoba Continuing Education division

Someone who was not employed as a day care centre director as of December 31, 1984 must meet the requirements for certification as detailed under Child Care Worker II and III.

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### Staff Qualifications and Licensing Requirements

Manitoba's regulations require that day care centres employ a certain number of child care workers with specified qualification levels. These are described in the regulations as follows.

- A director of a full-time day care centre (including infant care) or a director of a combined (full-time, nursery school and/or school age) day care centre shall meet the requirements of a CCW III and have at least 1 year's experience working with children in day care or in a related setting.
- A director of a nursery school operating more than 3 part-days per week or a director of a school-age day care centre shall meet the requirements of a CCW II and have at least 1 year's experience working with children in day care or in a related setting, or meet the requirements of a CCW III.
- Two-thirds of the total number of child care staff in a full-time or combined (full-time, nursery school and/or school age) day care centre, including infant care, and who are included in the staff/child ratio shall meet the requirements of a CCW II or CCW III.
- Half of the total number of child care staff in a nursery school providing day care for children enrolled for 4 or more part-days per week or in a school-age day care centre and who are included in the staff/ratio shall meet the requirements of a CCW II or III.
- Within the total number of child care staff in a nursery school providing day care for children enrolled for 3 or fewer part-days per week, at least one person for every 30 licensed spaces shall meet the requirements of a CCW II or III.
- At least one staff person per group of children in a full-time, combined (full-time, nursery school and/or school age) day care centre shall meet the requirements of a CCW II or III.
- Where a licensee is unable to hire at the required level, the licensee may apply to the Child Day Care Program director for approval to hire at another CCW level.

- Every licensee shall ensure that any child care worker employed in a day care centre or family day care home shall complete a recognized first aid course within 6 months of employment or, where course offerings may be limited, within a period of time approved by the Child Day Care Program director and shall ensure that recertification is completed as required.
- Every person employed in a day care centre and every adult in a day care home shall complete an Investigation Authorization form to verify any past criminal records which may jeopardize the care of children. Manitoba was the first province in Canada to require such criminal record checks of all child care providers, in both day care centres and family day care homes.

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### Caregiver Training Available

Training of caregivers in early childhood education is considered to be one of the most significant factors in the delivery of quality care to children. The qualifications of child care workers have been identified as a major licensing criteria under Manitoba's day care legislation and regulations.

The Child Care Education Program Approval Committee grants approval for accreditation status for child care training programs in Manitoba. The following approved programs provided training for child care workers.

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Table 3.8

### Type of Programs by Educational Institution

Educational Institution	Type of Program
Red River Community College	2 year Diploma Program <sup>1</sup>
Collège Saint-Boniface	2 year Diploma Program (in French) <sup>1</sup>
Assiniboine Community College	2 year Diploma Program <sup>1</sup>
Keewatin Community College	2 year Diploma Program <sup>1</sup>
University of Manitoba	4 year Degree (Department of Family Studies, Faculty of Human Ecology) <sup>1</sup>
University of Winnipeg	3 year Degree (Bachelor of Arts: Developmental Studies)

<sup>1</sup> Approved programs

Source: Canadian National Child Care Study. (1988). *Provincial/Territorial Questionnaire*.

The Child Day Care Program administers a Competency Based Assessment Program designed specifically to meet the needs of child care workers in Manitoba. The program is based upon the Child Development Associate National Credentialing Program offered by the National Association for the Education of Young Children (NAEYC). This program emphasizes professional growth and is of interest both to child care workers who have not completed formal education in child care and to child care workers who have completed formal education in child care and who would utilize competency based assessment as a form of professional growth. The Competency Based Assessment Program provides an opportunity to demonstrate on-the-job abilities and be classified at the Child Care Worker II level.

A team of four determines the competence of each child care worker in the program. The assessment team consists of the candidate, a parent representing the facility which employs the child care worker, an advisor, and a representative of the Child Day Care Program. The child care worker candidate initiates the process and participates fully in the assessment of competence. The program is offered throughout Manitoba and is open to child care workers in centres and to family day care home providers with several years experience in child care.

### Classification

Child care workers apply to the Child Day Care Program for classification. There are four levels of classification--Child Care Assistant and Child Care Worker I, II, III, with the latter being the highest attainable level. Applicants must provide an official or original transcript indicating their highest educational standing achieved. Applications are assessed solely on academic credentials, with the exception of the competency-based assessment program.

### Number of Caregivers

Since Manitoba's child care legislation was proclaimed in 1983, the following number of classifications had been issued by the Child Day Care Program as of November 30, 1989. (Data is not available for 1988.)

**Table 3.9**

**Child Care Certificates Issued in Manitoba Since 1983 and Number Employed as of November 30, 1989**

	Total Number Issued Since 1983	Employed as of November 30, 1989
Child Care Assistant	167	101
Child Care Worker I	1,401	380
Child Care Worker II	1,320	742
Child Care Worker III	1,455	767
<b>Total</b>	<b>4,343</b>	<b>1,990</b>

*Source:* Canadian National Child Care Study. (1988). *Provincial/Territorial Questionnaire*.

### Wages and Working Conditions

The salaries of child care workers in provincially funded centres in Manitoba averaged \$16,000 per year in 1988/1989, or \$7.69 per hour. Salaries for workers in rural areas are somewhat lower. The Manitoba government introduced a salary enhancement grant in January 1986. The grant is paid directly to boards of directors of day care centres, who then pass it on to trained child care workers at the CCW II and CCW III levels through increased wages. The salary enhancement grant amounted to \$3,300 per worker per year in 1989/90 in provincially funded centres.

Individual day care centres determine their own operating and personnel policies, including employment benefits, within the limits of the provisions of the *The Employment Standards Act* (Manitoba, 1976). Many Manitoba day care centres are enrolled in the Manitoba Child Care Association's group benefit plan.

## Child Care Associations

### Manitoba Child Care Association Incorporated

The Manitoba Child Care Association was incorporated in 1974 and promotes the development and delivery of all aspects of child care services. In 1989 its membership included approximately 1,200 child care workers and almost 300 day care centres. The association promotes the development of standards and guidelines to achieve quality child care services; encourages the expansion of training, research, and educational resources to meet community child care needs, and lobbies all levels of government to establish and maintain child care services. It also provides resources and services to help centre management (boards of directors, parent advisory committees, and owner-operators), parents, child care employees, and related concerned groups such as educators in their efforts to provide quality child care. The association has a number of working committees in areas such as employment benefits and professional development for child care workers. The Manitoba Child Care Association also publishes a newsletter for its members. It has regional branches which ensure service delivery throughout the province.

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### Family Day Care Association of Manitoba Incorporated

The Family Day Care Association of Manitoba was incorporated originally in 1983 as Women Attentive to Children's Happiness (WATCH). The membership includes licensed family day care providers throughout the province. The association promotes high quality family day care through the development of support and information services and training for providers. It sponsored a series of training sessions for providers in cooperation with the Manitoba government and has approached the federal government's Child Care Initiatives Fund with a proposal for another training program. The Family Day Care Association of Manitoba attempts to eliminate the isolation of providers by inviting them to participate in an association offering mutual support.

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### Manitobans for Quality Child Care Incorporated

Manitobans for Quality Child Care represents independent owner/operators and some staff of proprietary day care centres. Formed in 1988, its forerunner was the Manitoba Association of Independent Child Care Operators, which was originally founded in the 1970s. Manitobans for Quality Child Care acts as a networking body and a resource for its members. The organization also advocates making provincial government grants accessible to commercial day care centres, arguing that such grants would enable commercial centres to comply with government regulations regarding trained staff and offer salaries on a competitive level with non-profit child care centres.

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## APPENDIX A

### GLOSSARY OF DEFINITIONS

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#### Licensed Core Care

1. Centre-based group day care (CDC): group care provided for children in a facility other than a private home. Group size may vary, but total centre size cannot exceed 70 spaces.
2. Family day care (FDC): care for children in a private home other than their own home, for a maximum of eight children.
3. Group day care home (GDCH): group care provided for children in a family day care setting licensed to accommodate up to 12 children in a family day care setting with two or more caregivers.
4. Infant care: care provided for children under 2 years but over 12 weeks of age.
5. Preschool-age care: care provided for children aged 2 to 6 years.
6. School-age care: out-of-school care provided for children enrolled in grade 1 to grade 6.

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#### Supplemental Care

1. Child minding: occasional care in a child's own home, usually during irregular hours, by an approved provider. There is no definition of age categories for this type of care. To be eligible, the provider must care for a minimum of two children.
2. Nursery school: early childhood education half-day programs provided for children under the age of 5 years.
3. Public kindergarten: educational programs operated under the auspices of the Department of Education and Training for children in their pre-grade 1 year. These are usually half-day programs for 5-year-olds.
4. Recreation programs: recreation programs for children 6 to 12 years old offered before or after school and/or during school holidays.

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#### Informal Sector and Excluded Care

Private home day care: four or fewer children under the age of 12 years, including no more than two under 2 years old, and including the children of the caregiver.

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## Chapter 4

### AN OVERVIEW OF NATIONAL CHILD CARE SURVEY DATA FOR MANITOBA

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#### Introduction

As noted in the introduction of the CNCCS Provincial-Territorial series, *Canadian Child Care in Context: Perspectives from the Provinces and Territories*, parent survey data were collected in each of the provinces in the fall of 1988. The sampling methodology employed was that of the on-going Statistics Canada Labour Force Survey (LFS) which routinely collects data in each of the provinces, but not in either territory. In order to create a large enough sample in each of the provinces to make certain reliable statements regarding child care usage for the total population (population estimates) the standard monthly LFS sample was augmented with additional rotation groups to create an appropriate sample size for the purposes of the Canadian National Child Care Study (see the *CNCCS Introductory Report*, Lero, Pence, Shields, Brockman, & Goelman, 1992 for additional information on the methodology of the study).

This chapter, which is based on data collected for the Canadian National Child Care Study (CNCCS), will provide information on families and children in Manitoba, with some national perspectives as well. The information is presented in three sections which approximately correspond to three CNCCS Survey analysis sites:

- I. *Family composition and characteristics* data were developed at the University of Manitoba under the direction of Dr. Lois Brockman, principal investigator, and Ms. Ronald Abraham, analyst.
- II. *Parents and work* data were developed at the University of Guelph under the direction of Dr. Donna Lero, principal investigator and project director and Dr. Sandra Nuttall, senior data analyst.
- III. *Child care* data were developed at the University of British Columbia under the direction of Dr. Hillel Goelman, University of British Columbia, principal investigator, and Dr. Alan Pence, University of Victoria, principal investigator and project co-director. Senior analysts at University of British Columbia were Dr. Jonathan Berkowitz and Dr. Ned Glick.

In reading the following information it should be understood that the data represent a "snapshot" of Canadian life, the experiences of one week in the lives of interviewed families. But from this one week a composite picture of Canadian families and their child care experiences can be constructed. The sample size of 24,155 interviewed families with 42,131 children 0-12 years of age is sufficiently large to generate precise population estimates for the whole of the country and for each of the provinces. The sample represents 2,724,300 families nation-wide with 4,658,500 children under the age of 13 years.

The data presented in the following sections are fundamentally of two forms: 1) numbers of families, and 2) numbers of children in those families. (Please note that in reviewing the Chapter 4 tables, numbers have been rounded and therefore totals and percentages may not reconcile.) This report uses age breakdowns similar to those utilized in the *Status of Day Care in Canada* reports (1972 - present) published annually by Health and Welfare Canada: 0-17 months, 18-35 months, 3-5 years, 6-9 years, 10-12 years. A glossary of terms used in this chapter is provided in the Appendices to the volume.

The survey data presented in this chapter should be read in the social, historical and legislative context provided in the other chapters of the Manitoba Report. As noted earlier, each of the three sections, while focusing primarily on provincial data, will provide a brief overview of Canadian data as well, generally at the beginning of each section.

## I. Family Composition and Characteristics

### Family Structure and Employment Status

#### 1. Canada

In the fall of 1988 there were 2,724,300 families with children 0-12 years of age living in Canada. Of these, 2,324,800 (85.3%) were two-parent families and the remaining 399,500 (14.7%) were one-parent families. Family status figures for Canada by one and two-parent configuration, employment status, and number of children 0-12 years of age are shown in Table 4.1.

Both parents were employed in 1,341,500 (57.7%) of two-parent families, one parent was employed in 895,900 (38.5%) of these families, and neither parent was employed in 87,400 (3.8%) of the two-parent families. In one-parent families, the parent was employed in 217,900 (54.5%) of cases; the remaining 181,600 (45.5%) parents from one-parent families were not employed. (See glossary for definitions of terms used by the CNCCS).

Table 4.1

**Family Structure and Employment Status of Parents by Number of Children 0-12 Years of Age in Canada**

	Number of Children 0-12 Years of Age in Family			
	1	2	3 or more	Total
<b>Two-parent families</b>	<b>1,007,700</b>	<b>971,300</b>	<b>345,800</b>	<b>2,324,800</b>
Both parents employed	618,100	560,200	163,200	1,341,500
One parent employed	349,300	379,100	167,600	895,900
Neither parent employed	40,300	32,100	15,000	87,400
<b>One-parent families</b>	<b>253,400</b>	<b>114,100</b>	<b>32,000</b>	<b>399,500</b>
Parent employed	149,800	56,400	11,800	217,900
Parent not employed	103,600	57,800	20,300	181,600
<b>All families</b>	<b>1,261,100</b>	<b>1,085,500</b>	<b>377,800</b>	<b>2,724,300</b>

The 2,724,300 Canadian families included 4,658,500 children 0-12 years of age. Of these children, 2,164,800 (46.5%) were 0-5 years of age and 2,493,700 (53.5%) were 6-12 years of age. A detailed description of the distribution of children in one and two-parent families, by age grouping, is shown in Table 4.2.

Of the total number of children 0-12 years of age living in Canada, during the reference week, 4,071,600 (87.4%) lived in two-parent families and 586,900 (12.6%) lived in one-parent families.

**Table 4.2**

**Number and Percentage of Children by Age Groups, in One And Two-Parent Families in Canada**

		Two-Parent Families	One-Parent Families	Total Number of Children
0-17 months	No.	509,500	49,600	559,100
	%	91.1	8.9	100.0
18-35 months	No.	476,600	55,300	531,900
	%	89.6	10.4	100.0
3-5 years	No.	939,900	133,900	1,073,800
	%	87.5	12.5	100.0
6-9 years	No.	1,238,700	198,100	1,436,800
	%	86.2	13.8	100.0
10-12 years	No.	906,900	150,000	1,056,900
	%	85.8	14.2	100.0
<b>Total</b>	<b>No.</b>	<b>4,071,600</b>	<b>586,900</b>	<b>4,658,500</b>
	%	87.4	12.6	100.0

Almost half (49.5%) of children 0-12 years of age lived in families in which both parents (in a two-parent family) or the single parent (in a one-parent family) were employed either full-time or part-time. The number of children in each age group with employed parents is presented in Table 4.3. More than one third (34.0%) of children 0-17 months of age lived in families in which both parents, or the one parent (in one-parent families), were employed full-time or part-time. This percentage increased to 58.1% for children 10-12 years of age.

Table 4.3

Number and Percentage of Children, by Age Groups, and by the Employment Status of Parents in Canada

		Parent(s) employed full-time <sup>1</sup>	Parent(s) employed part-time <sup>1</sup>	One parent p/t and one parent f/t	One parent f/t and one parent not employed	One parent p/t and one parent not employed	Parent(s) not employed <sup>1</sup>	Total
0-17 months	No.	103,500	11,800	75,200	260,500	25,300	82,700	559,000
	%	18.5	2.1	13.5	46.6	4.5	14.8	100.0
18-35 months	No.	131,300	13,600	85,500	212,600	20,000	68,800	531,900
	%	24.7	2.6	16.1	40.0	3.8	12.9	100.0
3-5 years	No.	279,300	30,300	195,100	393,900	41,000	134,200	1,073,900
	%	26.0	2.8	18.2	36.7	3.8	12.5	100.0
6-9 years	No.	439,500	43,200	282,600	462,700	46,300	162,500	1,436,800
	%	30.6	3.0	19.7	32.2	3.2	11.3	100.0
10-12 years	No.	383,900	34,100	196,700	302,400	28,900	111,000	1,056,900
	%	36.3	3.2	18.6	28.6	2.7	10.5	100.0
<b>Total</b>	<b>No.</b>	<b>1,337,500</b>	<b>133,000</b>	<b>835,100</b>	<b>1,632,100</b>	<b>161,500</b>	<b>559,200</b>	<b>4,658,500</b>
	%	28.7	2.9	17.9	35.0	3.5	12.0	100.0

<sup>1</sup> Columns one, two and six refer to two-parent families where both parents fit the employment description, and to one-parent families where the single parent fits the employment description. (Columns three, four and five refer only to two-parent families.)

## 2. Manitoba

There were 110,300 families with children 0-12 years of age living in Manitoba. Of these, 90,900 (82.4%) were two-parent families, and 19,400 (17.6%) were one-parent families.

Both parents were employed in 54,100 (59.5%) of the two-parent families, one parent was employed in 33,000 (36.3%) of the two-parent families; and neither parent was employed in 3,800 (4.2%) of two-parent families. In one-parent families, the parent was employed in 11,900 (61.3%) of cases. The remaining 7,500 (38.7%) of parents from one-parent families were not employed.

Table 4.4

Family Structure and Employment Status of Parents by Number of Children 0-12 Years of Age in Manitoba

	Number of Children 0-12 Years of Age in Family			
	1	2	3 or more	Total
<b>Two-parent families</b>	<b>36,600</b>	<b>38,300</b>	<b>16,000</b>	<b>90,900</b>
Both parents employed	22,800	23,800	7,400	54,100
One parent employed	12,400	13,100	7,400	33,000
Neither parent employed	...	...	...	3,800q
<b>One-parent families</b>	<b>12,100</b>	<b>5,500q</b>	<b>...</b>	<b>19,400</b>
Parent employed	8,100	...	...	11,900
Parent not employed	3,900q	...	...	7,500
<b>All families</b>	<b>48,700</b>	<b>43,800</b>	<b>17,800</b>	<b>110,300</b>

Table 4.5 indicates that a higher proportion of two-parent families than one-parent families living in Manitoba had two or more children 0-12 years of age. Conversely, a higher proportion of one-parent families than two-parent families had only one child 0-12 years of age. Relatively few, both one-parent (9.3%) and two-parent (17.6%) families, had three or more children 0-12 years of age.

**Table 4.5**

**Number of One and Two-Parent Families with Children 0-12 Years of Age in Manitoba**

	No.	Number of Children 0-12 Years of Age in Family			Total
		1	2	3 or more	
Number of two-parent families	No.	36,600	38,300	16,000	90,900
	%	40.3	42.1	17.6	100.0
Number of one-parent families	No.	12,100	5,500q	...	19,400
	%	62.2	28.5	...	100.0
<b>Total</b>	<b>No.</b>	<b>48,700</b>	<b>43,800</b>	<b>17,800</b>	<b>110,300</b>
	<b>%</b>	<b>44.2</b>	<b>39.7</b>	<b>16.1</b>	<b>100.0</b>

The 110,300 families in Manitoba included a total of 193,600 children 0-12 years of age. The distribution of these children by age group and by family type is shown in Table 4.6. Of the 193,600 children 0-12 years of age, 164,900 (85.2%) lived in two-parent families and 28,700 (14.8%) lived in one-parent families. Almost half, 48.3%, of children in two-parent families were 0-5 years of age. By comparison, 41.6% of children from one-parent families were 0-5 years of age.

**Table 4.6**

**Number and Percentage of Children, by Age Groups, in One And Two-Parent Families in Manitoba**

		Two-parent families	One-parent families	Total number of children
0-17 months	No.	21,700	...	24,100
	%	90.0	...	100.0
18-35 months	No.	19,800	...	22,600
	%	87.6	...	100.0
3-5 years	No.	38,100	6,700	44,800
	%	85.0	15.0	100.0
6-9 years	No.	49,100	9,500	58,600
	%	83.8	16.2	100.0
10-12 years	No.	36,200	7,300	43,500
	%	83.2	16.8	100.0
<b>Total</b>	<b>No.</b>	<b>164,900</b>	<b>28,700</b>	<b>193,600</b>
	<b>%</b>	<b>85.2</b>	<b>14.8</b>	<b>100.0</b>

### Urban and Rural Families

The CNCCS Survey collected information on the location of families and children within each of the provinces. Regions of each province were described on the basis of population size and density. A rural area was defined as a territory lying outside urban centres and with populations of less than 15,000. Urban centres were classified as either "large urban centres" with populations of 100,000 or greater, or as "mid-sized urban centres" with populations ranging from 15,000 to 99,999.

A majority (58.8%) of families in Manitoba with children 0-12 years of age lived in larger urban centres. Fewer than one-third (29.6%) of families with children 0-12 years of age lived in rural regions, and the remaining 11.6% lived in mid-sized urban centres. Table 4.7A presents Manitoba data while Table 4.7B represents comparable data on Canada.

Table 4.7A

**Number and Percentage of Families, by Numbers of Children 0-12 Years of Age in the Family, Living in Rural and Urban Manitoba**

Number of families in:	Number of Children 0-12 Years of Age in Family				Total
	1	2	3 or more		
Large urban centres (100,000 and more)	No.	30,400	25,500	8,900	64,800
	%	46.9	39.4	13.7	100.0
Mid-size urban centres (15,000-99,999)	No.	5,400q	5,600q	...	12,800
	%	42.2	43.8	...	100.0
Rural areas (less than 15,000)	No.	12,900	12,600	7,100	32,600
	%	39.6	38.7	21.7	100.0
<b>Total</b>	<b>No.</b>	<b>48,700</b>	<b>43,700</b>	<b>17,800</b>	<b>110,300</b>
	%	44.2	39.7	16.1	100.0

Table 4.7B

**Number and Percentage of Families, by Numbers of Children 0-12 Years of Age in the Family, Living in Rural and Urban Canada**

Number of families in:	Number of Children 0-12 Years of Age in Family				Total
	1	2	3 or more		
Large urban centres (100,000 and more)	No.	770,200	606,100	190,700	1,567,000
	%	49.1	38.7	12.2	100.0
Mid-size urban centres (15,000-99,999)	No.	164,300	145,600	49,000	358,900
	%	45.8	40.6	13.6	100.0
Rural areas (less than 15,000)	No.	326,500	333,800	138,100	798,400
	%	40.9	41.8	17.3	100.0
<b>Total</b>	<b>No.</b>	<b>1,261,100</b>	<b>1,085,500</b>	<b>377,800</b>	<b>2,724,300</b>
	%	46.3	39.8	13.9	100.0

Table 4.8 provides information on age groups living in rural and urban Manitoba. The 32,600 families in rural Manitoba included 61,800 children 0-12 years of age (1.9 children per family). The 12,800 families in mid-sized urban areas included 22,300 children 0-12 years of age (1.7 children per family); and in large urban centres the 64,800 families included 109,400 children 0-12 years of age (1.7 children per family).

A higher proportion of children living in rural areas and mid-sized urban centres of Manitoba were 6-12 years than were children living in large urban centres. Of the 61,800 children in rural areas, 34,000 (55.0%) were 6-12 years of age and 12,700 (56.9%) of children in mid-size urban centres were 6-12 years of age. By comparison 55,300 (50.5%) of children in large urban centres were 6-12 years of age. Complementing this trend of higher percentages of older children living in rural areas, a higher percentage of children 0-3 years were living in urban areas. Of the 22,300 children 0-12 years of age who lived in mid-sized urban areas, 4,600 (20.6%) were 0-35 months of age. In addition 27,800 (25.4%) of the 109,400 children in large urban areas. In comparison 14,300 of the 61,800 children living in rural areas were 0-35 months of age. This trend was more pronounced for children 0-17 months of age. Only 2,100 (9.4%) of children in mid-sized centres were 0-17 months of age, while 14,200 (13.0%) of children in large urban centres were in this age group.

**Table 4.8**

**Number of Children, by Age Groups, Living in Rural and Urban Manitoba**

Ages of children		Number of Children Living in				Total
		Large urban centres (100,000 and more)	Mid-size urban centres (15,000-99,999)	Rural areas (15,000 and less)		
0-17 months	No.	14,200	...	7,900	24,100	
	%	58.9	...	32.4	100.0	
18-35 months	No.	13,600	...	6,400	22,600	
	%	60.2	...	28.7	100.0	
3-5 years	No.	26,300	5,000q	13,500	44,800	
	%	58.7	11.2	30.1	100.0	
6-9 years	No.	32,600	7,900	18,000	58,600	
	%	55.6	13.5	30.9	100.0	
10-12 years	No.	22,700	4,800q	16,000	43,500	
	%	52.2	11.0	36.8	100.0	
<b>Total number of children</b>		<b>109,400</b>	<b>22,300</b>	<b>61,800</b>	<b>193,600</b>	
		<b>56.5</b>	<b>11.5</b>	<b>31.9</b>	<b>100.0</b>	

### Special Needs

Tables 4.9 and 4.10 provide information on families in Manitoba which included at least one child 0-12 years of age with special needs. In the CNCCS, a child with special needs was defined as a child with a long-term disability, handicap or health problem.

Of the 110,300 families with children 0-12 years of age living in Manitoba, 12,500 (11.3%) included at least one child with special needs. Of these families with a special needs child, 4,500 (36.0%) had only one child, and 8,000 (64.0%) included two or more children, as compared with the overall Manitoba figures of 44.2% of families with one child and 55.8% with two or more children 0-12 years of age.

Table 4.9

**Number of Families which Include At Least One Child 0-12 Years of Age With Special Needs in Manitoba by Number of Children in the Family**

Number of children in family:		Number of families with special needs child(ren)	Number of families with no special needs child(ren)	Total number of families
1 child	No.	4,500q	44,200	48,700
	%	9.2	90.8	100.0
2 children	No.	5,400	38,400	43,800
	%	12.3	87.7	100.0
3 or more children	No.	2,600q	15,200	17,800
	%	14.6	85.4	100.0
<b>Total</b>	No.	<b>12,500</b>	<b>97,800</b>	<b>110,300</b>
	%	11.3	88.7	100.0

A total of 13,700 children 0-12 years of age with special needs were living in Manitoba. The age distribution of these children is shown in Table 4.10. These 13,700 children comprised 7.1% of the 193,600 children 0-12 years of age living in Manitoba. However, the percentage of children with special needs was not constant across all age groups. For example, approximately 5.4% of children in the 3 year age span of 0-35 months of age in Manitoba were described as having special needs, compared with 10.1% of children in the older 10-12 age group.

Table 4.10

**Number of Children 0-12 Years of Age With Special Needs In Manitoba**

		Number of children with special needs	Number of children with no special needs	Total number of children
0-17 months	No.	...	23,000	24,100
	%	...	95.0	100.0
18-35 months	No.	...	21,200	22,600
	%	...	94.2	100.0
3-5 years	No.	...	42,400	44,800
	%	...	94.5	100.0
6-9 years	No.	4,300q	54,300	58,600
	%	7.3	92.7	100.0
10-12 years	No.	4,400q	39,200	43,600
	%	10.1	89.9	100.0
<b>Total number of children</b>	No.	<b>13,700</b>	<b>179,900</b>	<b>193,600</b>
	%	7.1	92.9	100.0

The second section of Chapter Four will focus on *Parents and Work* data. As with the first section, an overview of Canadian data will be presented first with provincial data following.

## II. Parents and Work

The CNCCS Survey collected information on the employment status of parents within families which included at least one child 0-12 years of age. The focus of many of the following Tables is the employment status of the parent most responsible for making the child care arrangements. In the following text the term "Interviewed Parent" (IP) is used to indicate that parent. In two-parent families, in which child care arrangements were made jointly and equally, the female parent was designated as the IP. Employment status in this section is referred to by the terms full-time and part-time employment. Full-time employment refers to a person who was employed for 30 or more hours per week, and part-time employment refers to a person who was employed for less than 30 hours per week at all jobs.

### 1. Canada

Table 4.11 provides information on the employment status of parents in families which included children 0-5 and children 6-12 years of age. Both parents were employed in 743,200 (53.4%) of the 1,391,900 two-parent families which included at least one child 0-5 years of age. By comparison, 83,900 (43.0%) of parents were employed in one-parent families which included at least one child 0-5 years of age. The percentage of families in which both parents (in two-parent families) and the parent (in one-parent families) were employed increased in families in which there were no children 0-5 years of age. In the age group 6-12 years, both parents were employed in 598,300 (64.0%) of the 932,900 two-parent families, and 134,000 (65.5%) of parents were employed in one-parent families.

**Table 4.11**

**Employment Status of Parents With and Without Children 0-5 Years of Age in Canada**

	No.	Two Parent Families			One Parent Families		Total number of two parent and one parent families
		Both parents employed	One parent employed	Neither parent employed	Parent employed	Parent not employed	
Families with at least one child 0-5 years of age	No. %	743,200 46.8	593,200 37.4	55,500 3.5	83,900 5.3	110,900 7.0	1,586,700 100.0
Families with at least one child 6-12 years of age and with no children 0-5 years of age	No. %	598,300 52.6	302,700 26.6	31,900 2.8	134,000 11.8	70,700 6.2	1,137,600 100.0
Total	No. %	1,341,500 49.2	895,900 32.9	87,400 3.2	217,900 8.0	181,600 6.7	2,724,300 100.0

There were 2,724,300 families in Canada with children 0-12 years of age. As shown in Table 4.12, 1,168,200 (42.9%) of IP's from these families were employed full-time. A further 466,000 (17.1%) IP's were employed part-time and 1,090,200 (40.0%) IP's were not employed.

Table 4.12

**Employment Status of the Interviewed Parent With and Without Children 0-5 Years of Age in Canada**

	No.	Employment Status of IP			Total
		Full-time	Part-time	Not employed	
IP with at least one child 0-5 years of age	No.	558,200	237,100	650,100	1,445,300
	%	38.6	16.4	45.0	100.0
IP with at least one child 6-12 years of age and with no children 0-5 years of age	No.	610,000	228,900	440,100	1,279,000
	%	47.7	17.9	34.4	100.0
Total	No.	1,168,200	466,000	1,090,200	2,724,300
	%	42.9	17.1	40.0	100.0

Of the 4,658,500 children 0-12 years of age in Canada, 1,841,300 (39.5%) lived in families in which the IP was employed full-time. A further 839,000 (18.0%) of children lived in families in which the IP was employed part-time. A total of 1,978,200 children (42.5%) lived in families in which the IP was not employed.

There were 2,164,400 children 0-5 years of age in Canada. Of these, 1,138,100 (52.6%) lived in families in which the IP was employed either full-time (35.5%) or part-time (17.1%). By comparison, of the 2,493,700 children 6-12 years of age, 1,542,100 (61.8%) lived in families in which the IP was employed either full-time (43.0%) or part-time (18.8%).

Table 4.13

**Number of Children by Age and the Employment Status of the Interviewed Parent in Canada**

	No.	Employment Status of IP			Total
		Full-time	Part-time	Not employed	
0-17 months	No.	195,000	81,500	282,500	559,000
	%	34.9	14.6	50.5	100.0
18-35 months	No.	186,000	90,500	255,400	531,900
	%	35.0	17.0	48.0	100.0
3-5 years	No.	388,200	196,900	488,700	1,073,900
	%	36.2	18.3	45.5	100.0
6-9 years	No.	586,300	275,100	575,400	1,436,800
	%	40.8	19.1	40.0	100.0
10-12 years	No.	485,800	194,900	376,200	1,056,900
	%	46.0	18.4	35.6	100.0
Total	No.	1,841,300	839,000	1,978,200	4,658,500
	%	39.5	18.0	42.5	100.0

## 2. Manitoba

Table 4.14 provides information on the employment status of parents in families which included a youngest child 0-5 years of age and a youngest child 6-12 years of age.

Both parents were employed in 30,000 (54.5%) of the 55,000 two-parent families which included at least one child 0-5 years of age. By comparison, 4,500 (48.4%) of parents were employed in one-parent families which included at least one child 0-5 years of age. The percentage of families in which both parents (in two-parent families) and the parent (in one-parent families) were employed, increased in families in which there were no children 0-5 years of age. In the age group 6-12 years, both parents were employed in 24,100 (66.9%) of the 36,000 two-parent families and 7,400 (74.0%) of parents were employed in one-parent families.

**Table 4.14**

**Employment Status of Parents With and Without Children 0-5 Years of Age in Manitoba**

	No.	Two Parent Families			One Parent Families		Total number of two parent and one parent families
		Both parents employed	One parent employed	Neither parent employed	Parent employed	Parent not employed	
Family with at least one child 0-5 years of age	No.	30,000	22,100	2,900q	4,500	4,800q	64,200
	%	46.7	34.4	4.5	7.0	7.5	100.0
Family with at least one child 6-12 years of age and with no children 0-5 years of age	No.	24,100	10,900	...	7,400	2,600q	46,000
	%	52.3	23.7	...	16.1	5.7	100.0
Total	No.	54,100	33,000	3,800q	11,900	7,500	110,300
	%	49.0	29.9	3.5	10.8	6.8	100.0

The employment status of the Interviewed Parent (IP) in families in Manitoba with children 0-12 years of age, is shown in Table 4.15. Of the total of 110,300 families with children 0-12 years of age in Manitoba, 46,300 (42.1%) of IPs were employed full-time, 22,600 (20.5%) were employed part-time, and 41,300 (37.4%) were not employed.

Of the 64,200 families in Manitoba with at least one child 0-5 years of age, 21,500 (33.5%) of the IPs were employed full-time and 14,200 (22.1%) were employed part-time. The remaining 28,500 (44.4%) IPs with children 0-5 years of age were not employed.

The percentage of IPs who were employed full-time and part-time was higher in families in which there were no children 0-5 years of age. Complementing this, a higher percentage of IPs were not employed in families in which there were children 0-5 years of age.

Table 4.15

**Employment Status of the Interviewed Parent With and Without Children 0-5 Years of Age in Manitoba**

Number of families	Employment Status of IP				Total
	Full-time	Part-time	Not Employed		
IP with at least one child 0-5 years of age	No.	21,500	14,200	28,500	64,200
	%	33.5	22.1	44.4	100.0
IP with at least one child 6-12 years of age and with no children 0-5 years of age	No.	24,800	8,400	12,800	46,000
	%	54.0	18.2	27.8	100.0
Total	No.	46,300	22,600	41,300	110,300
	%	42.1	20.5	37.4	100.0

Table 4.16 indicates the number and the ages of children by the employment status of the IP. Of the 193,600 children 0-12 years of age in Manitoba, 74,700 (38.6%) lived in families in which the IP was employed full-time and 40,600 (21.0%) lived in families in which the IP was employed part-time. A further 78,400 (40.5%) lived in families in which the IP was not employed.

There were 46,700 children 0-35 months in Manitoba. Of these, 22,500 (48.2%) lived in families in which the IP was employed either full-time (27.6%) or part-time (20.6%). By comparison, of the 43,600 children 10-12 years of age in Manitoba, 30,600 (70.2%) lived in families in which the IP was employed either full-time (52.5%) or part-time (17.7%).

Table 4.16

**Number of Children by Age Groups and the Employment Status of the Interviewed Parent in Manitoba**

	Employment Status of IP				Total
	Full-time	Part-time	Not employed		
0-17 months	No.	6,400	4,700q	13,000	24,200
	%	26.7	19.6	53.7	100.0
18-35 months	No.	6,500	4,900q	11,100	22,500
	%	29.1	21.7	49.2	100.0
3-5 years	No.	14,400	10,000	20,400	44,800
	%	32.0	22.4	45.6	100.0
6-9 years	No.	24,400	13,200	20,900	58,600
	%	41.7	22.6	35.7	100.0
10-12 years	No.	22,900	7,700	12,900	43,600
	%	52.5	17.7	29.7	100.0
Total	No.	74,700	40,600	78,400	193,600
	%	38.6	21.0	40.5	100.0

**Family Income**

The income received by the Interviewed Parent and spouse or partner in two-parent families in 1987 is indicated in Table 4.17A (Manitoba) and Table 4.17B (Canada). The combined parental incomes reported in these tables include gross income from wages and salaries, net income from self-employment, transfer payments (such as UIC and Family Allowance), and other income sources (such as scholarships, and private pensions).

**Table 4.17A**
**Distribution of Families in Manitoba Across Selected Income Ranges Based on 1987 Combined Parental Income**

Combined Parental Income	Number and Percentage of Families		Cumulative Percentage
	No.	%	
Less than \$20,000	27,300	24.8	24.8
\$20,001-\$30,000	20,400	18.5	43.3
\$30,001-\$40,000	24,000	21.7	65.0
\$40,001-\$50,000	18,200	16.5	81.5
\$50,001-\$60,000	10,300	9.3	90.8
More than \$60,000	10,000	9.1	99.9
<b>Total</b>	<b>110,300</b>	<b>100.0</b>	

**Table 4.17B**
**Distribution of Families in Canada Across Selected Income Ranges Based on 1987 Combined Parental Income**

Combined Parental Income	Number and Percentage of Families		Cumulative Percentage
	No.	%	
Less than \$20,000	570,100	20.9	20.9
\$20,001-\$30,000	426,000	15.6	36.5
\$30,001-\$40,000	544,000	20.0	56.5
\$40,001-\$50,000	455,400	16.7	73.2
\$50,001-\$60,000	313,600	11.5	84.7
More than \$60,000	415,200	15.2	99.9
<b>Total</b>	<b>2,724,300</b>	<b>100.0</b>	

### III. Child Care Arrangements

The third and final section of this chapter will focus on child care arrangements used for two different purposes: 1. subsection A will present data regarding various forms of care used during the reference week for more than one hour, regardless of the reason the care was used; and 2. subsection B will present data on the form of care used for the greatest number of hours during that week and used solely for the purpose of child care while the IP was working or studying (in the CNCCS this is termed "primary care while the IP was working or studying"). Within subsection A ("all care used for more than one hour for any purpose") the following data will be presented:

1. total number of children using various care arrangements;
2. number of paid and unpaid child care arrangements; and
3. average number of hours children spent in various care arrangements.

Following the three aspects of "all care regardless of purpose", subsection B will focus on "primary care arrangements used while the IP was working or studying".

Canadian and Manitoba data and one and two-parent perspectives will be considered in the following section. In reviewing the following data please bear in mind that school is excluded as a caregiving arrangement in this analysis.

**A. All Care Used, Regardless of Purpose, For More Than One Hour During the Reference Week**

**Number of Child Care Arrangements**

**1. Canada**

Of the 4,658,500 children 0-12 years of age in Canada, 1,578,500 (33.9%) received care by the IP and reported no supplemental (i.e. non-IP) child care arrangements (see glossary reference for supplemental care). Of those participating in supplemental child care, 1,770,000 (38.0%) were involved in only one child care arrangement and 1,310,000 (28.1%) were involved in two or more child care arrangements.

Table 4.18

**Number of Child Care Arrangements (Excluding School) For All Children 0-12 Years of Age in Canada<sup>1</sup>**

Number of Supplemental Care Arrangements					
	Care by IP only.		1	2 or more	Total
	No.	No. supplemental care reported			
0-17 months	No. %	218,900 39.2	227,000 40.6	113,100 20.2	559,000 100.0
18-35 months	No. %	156,600 29.4	223,200 42.0	152,100 28.6	531,900 100.0
3-5 years	No. %	173,900 16.2	419,500 39.1	480,400 44.7	1,073,800 100.0
6-9 years	No. %	590,100 41.1	515,900 35.9	330,900 23.0	1,436,900 100.0
10-12 years	No. %	439,000 41.5	384,400 36.4	233,500 22.1	1,056,900 100.0
Total	No. %	1,578,500 33.9	1,770,000 38.0	1,310,000 28.1	4,658,500 100.0

<sup>1</sup> Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

**2. Manitoba**

Of the 193,600 children 0-12 years of age in Manitoba 58,100 (30.0%) had no reported supplemental child care arrangements, and 135,500 (70.0%) were involved in one or more child care arrangements.

For Manitoba children 6-12 years of age, 65,000 (63.7%) were in one or more child care arrangements (excluding school). Of these, 28,200 (43.3%) had two or more arrangements.

For children 0-5 years of age, 20,900 (22.8%) had no reported supplemental care. Of the 70,600 children 0-5 years of age who were in one or more supplemental child care arrangements, 37,400 (53.0%) were in two or more arrangements during the reference week.

Children 0-17 months of age had the lowest proportion of multiple care arrangements compared to the other age groups (see Table 19). Of the 24,200 children in this age group, 6,700 (27.7%) were in more than one child care arrangement. By comparison, 7,500 (33.5%) children 18-35 months of age and 23,200 (51.8%) children 3-5 years of age were in more than one child care arrangement.

In the younger age groups children 0-17 months of age had the highest percentage of no supplemental care reported. There were 8,700 (36.1%) children 0-17 months of age who reported no supplemental child care. By comparison 5,900 (26.2%) children 18-35 months of age, and 6,300 (14.0%) children 3-5 years reported no supplemental care. Of the children 18-35 months of age in Manitoba, 9,100 (40.4%) children were in only one reported supplemental child care arrangement. This was slightly higher than the percentage of children in other age groups who were involved in only one reported supplemental child care arrangement.

Children 3-5 years of age in Manitoba participated in supplemental care arrangements to a much greater degree than did children in any other age group. A majority (86.0%) of children in this age group were involved in at least one supplemental care arrangement, compared with 63.9% of children 0-17 months of age, 73.8% of children 18-35 months of age, 64.1% of children 6-9 years of age, and 62.8% of children 10-12 years of age. More than a third (34.1%) of children 3-5 years of age were in one form of supplemental child care, and 51.8% were involved in two or more care arrangements.

**Table 4.19**

**Number of Child Care Arrangements (Excluding School) For All Children 0-12 Years of Age in Manitoba<sup>1</sup>**

		Number of Supplemental Care Arrangements			
		No supplemental care reported	1	2 or more	Total
0-17 months	No.	8,700	8,700	6,700	24,200
	%	36.1	36.2	27.7	100.0
18-35 months	No.	5,900q	9,100	7,500	22,500
	%	26.2	40.4	33.5	100.0
3-5 years	No.	6,300	15,300	23,200	44,800
	%	14.0	34.1	51.8	100.0
6-9 years	No.	21,000	20,500	17,100	58,600
	%	35.9	35.0	29.2	100.0
10-12 years	No.	16,200	16,200	11,100	43,600
	%	37.2	37.2	25.6	100.0
Total	No.	58,100	69,800	65,700	193,600
	%	30.0	36.0	34.0	100.0

<sup>1</sup> Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

### Paid and Unpaid Child Care Arrangements

Child care arrangements for children did not always involve payment. While 135,500 Manitoba children (70.0%) were in one or more supplemental child care arrangements in the reference week (see Table 4.19), Table 4.20 indicates that only 53,000 (39.1%) of those arrangements were paid arrangements. Of these children in paid arrangements, only 8,100 (15.3%) were involved in more than one paid arrangement.

A smaller percentage of children 6-12 years of age were reported to be involved in paid care arrangements than were children 0-5 years of age. Only 5.3% of children 10-12 years of age and 21.4% of children 6-9 years of age were reported in paid care arrangements.

By contrast children 0-5 years of age had higher percentages of reported paid child care arrangements. Almost half (48.7%) of 3-5 year old children, 40.2% of 18-35 month old children, and 30.2% of 0-17 month old children were involved in paid child care arrangements.

Table 4.20

Number of Paid Child Care Arrangements for All Children 0-12 Years of Age in Manitoba<sup>1</sup>

Number of Paid Child Care Arrangements					
		No paid arrangements	1	2 or more	Total
0-17 months	No.	16,900	6,200	...	24,200
	%	69.8	25.9	...	100.0
18-35 months	No.	13,500	7,500	...	22,500
	%	59.8	33.4	...	100.0
3-5 years	No.	23,000	18,400	3,500q	44,800
	%	51.3	41.0	7.7	100.0
6-9 years	No.	46,100	11,100	...	58,600
	%	78.6	19.0	...	100.0
10-12 years	No.	41,300	...	...	43,600
	%	94.7	...	...	100.0
<b>Total</b>		<b>140,600</b>	<b>44,900</b>	<b>8,100</b>	<b>193,600</b>
		<b>%</b>	<b>72.6</b>	<b>23.2</b>	<b>4.2</b>

<sup>1</sup> Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

### Hours in Child Care

#### 1. Canada

There were 4,658,500 children 0-12 years of age living in Canada in 1988. Of these, 3,079,900 (66.1%) were involved in at least one child care arrangement in addition to the care provided by the IP. Excluding those children who received no supplemental care and excluding the time that children spent in formal schooling those 3,079,900 children used at least one supplemental child care arrangement for an average of 22.0 hours during the reference week.

For those children 0 - 12 years of age who used at least one supplemental child care arrangement, 1,378,300 (44.8%) were in paid child care arrangements for an average of 20.3 hours per week.

An examination by age groups reveals that children between 18-35 months of age spent the most time in supplemental child care, with an average of 29.7 hours per week. Those who were in paid arrangements averaged 27.4 hours in paid care. Children 3-5 years of age, averaged 28.1 hours per week in care, and those children in paid care averaged 22.5 hours per week. Children 0-17 months of age averaged 26.0 hours per week in care arrangements, and those in paid care also averaged 26.0 hours per week.

School age children spent less time in care arrangements, both in paid and non-paid care. Excluding time spent in school, children 6-9 years of age averaged 15.4 hours per week in care with those in paid arrangements averaging 11.7 hours per week in paid care. Similarly, children 10-12 years of age averaged 14.7 hours per week in care, with those in paid care arrangements averaging 11.8 hours per week.

**Table 4.21**

**Number and Ages of Children and the Average Number of Hours of Care for All Children 0-12 Years of Age in Canada<sup>1</sup>**

	Number of children in supplemental care/average hours	Number of children in paid care/average hours
0-17 months	340,100 26.0 hours/week	178,400 26.0 hours/week
18-35 months	375,300 29.7 hours/week	237,000 27.4 hours/week
3-5 years	899,900 28.1 hours/week	513,900 22.5 hours/week
6-9 years	846,700 15.4 hours/week	352,600 11.7 hours/week
10-12 years	617,900 14.7 hours/week	96,400 11.8 hours/week
<b>Total/Average</b>	<b>3,079,900 22 hours/week</b>	<b>1,378,300 20.3 hours/week</b>

<sup>1</sup> Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

## 2. Manitoba

Of the 193,600 children 0-12 years of age living in Manitoba, 135,500 (70.0%) were involved in at least one supplemental child care arrangement in addition to the care provided by the IP. Excluding those children who reported no supplemental care and excluding the time that children spent in formal schooling, these children averaged 20.3 hours per week in care. As indicated on Table 4.22, a total of 53,000 (39.1%) of these children 0-12 years of age spent an average of 17.9 hours per week in paid care arrangements.

Children 0-5 years of age in Manitoba spent more time in child care arrangements than children 6-12 years of age. Children 3-5 years of age spent the most time in care. These children averaged 28.4 hours per week in care arrangements and those in paid arrangements averaged 19.6 hours per week in

paid supplemental care. Children 18-35 months of age averaged 25.4 hours per week in care, with those in paid care averaging 23.7 hours per week in paid supplemental care. Children 0-17 months of age were in care arrangements for an average of 22.2 hours per week. Those in paid care averaged 20.4 hours per week.

Children 6-12 years of age spent less time in supplemental care. Excluding time spent in formal school, children 6-9 years of age averaged 14.5 hours per week in care and those in paid care averaged 10.3 hours per week. Children 10-12 years of age averaged 12.9 hours per week in supplemental child care arrangements. Those in paid care averaged 12.7 hours per week.

**Table 4.22**

**Number and Ages of Children and the Average Number of Hours of Care for All Children 0-12 Years of Age in Manitoba<sup>1</sup>**

	Number of children in supplemental care/average hours	Number of children in paid care/average hours
0-17 months	15,400 22.2 hours/week	7,300 20.4 hours/week
18-35 months	16,600 25.4 hours/week	9,100 23.7 hours/week
3-5 years	38,500 28.4 hours/week	21,800 19.6 hours/week
6-9 years	37,600 14.5 hours/week	12,500 10.3 hours/week
10-12 years	27,300 12.9 hours/week	2,300 12.7 hours/week
<b>Total/Average</b>	<b>135,500 20.3 hours/week</b>	<b>53,000 17.9 hours/week</b>

<sup>1</sup> Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

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## B. Primary Care Arrangements (Excluding School) Used While IP was Working or Studying

The previous discussions of "Child Care Arrangements" have examined a variety of characteristics of child care used regardless of purpose for more than one hour during the reference week. This part (Part B) of the child care section of Chapter 4 focuses on and provides data only on the one type of care (excluding school) in which a child participated for the greatest number of hours during the reference week while the IP was working or studying. That "greatest number of hours" form of care is termed "primary care" in the CNCCS.

### 1. Canada

A total of 2,612,900 Canadian children 0-12 use a primary caregiving arrangement (excluding school) while their parents work or study. This figure is 56.1% of the total number of children included in the Canadian National Child Care Study. Table 4.23 indicates the number and the percentage of children who use, as a primary care arrangement, fourteen different types of care (a fifteenth category of "no arrangement identified" is also included).

Table 4.23

## Primary Care Arrangements (Excluding School) Used While IP was Working or Studying, For Canada

Primary Care Type	Child Age									
	0-17 Months		18-35 Months		3-5 Years		6-9 Years		10-12 Years	
	No.	%	No.	%	No.	%	No.	%	No.	%
1. IP at work	22,400	10.0	30,100	11.2	61,000	10.7	69,400	8.0	48,700	7.1
2. Spouse at home	44,800	20.0	42,000	15.6	100,000	17.5	212,000	24.6	179,900	26.2
3. Spouse at work	...	...	...	...	...	...	11,300	1.3	8,900q	1.3
4. Older sibling	...	...	...	...	...	...	59,300	6.9	83,400	12.1
5. Self-care	—	—	—	—	...	...	45,800	5.3	139,500	20.3
6. Relative in the child's home	23,300	10.4	20,200	7.5	42,900	7.5	50,900	5.9	27,000	3.9
7. Relative not in the child's home	31,800	14.3	31,900	11.8	47,000	8.3	56,000	6.5	29,200	4.2
8. Non-relative in the child's home	20,800	9.3	28,400	10.5	45,700	8.0	51,900	6.0	17,700	2.6
9. Non-relative not in the child's home (not licensed)	58,800	26.3	67,600	25.1	106,900	18.7	110,000	12.7	31,300	4.6
10. Non-relative not in the child's home (licensed)	...	...	7,200q	2.7	9,400q	1.7	6,700q	0.8	...	...
11. Nursery	—	—	...	...	15,800	2.8	...	...	—	—
12. Kindergarten	...	...	...	...	34,000	6.0	...	...	—	—
13. Day Care Centre	12,000	5.4	33,700	12.5	79,400	13.9	13,400	1.6	—	—
14. Before/After School	—	—	—	—	6,400q	1.1	40,500	4.7	7,100q	1.0
15. No Arrangement Identified	...	...	...	...	13,600	2.4	134,910	15.6	113,100	16.5
Total	223,300	100.0	269,600	100.0	570,200	100.0	862,600	100.0	687,200	100.0

The data provided in Table 4.23 give the most detailed picture of child care use to be developed in any national study. Typically only six or seven categories of care are identified in most national studies, and often the age categories are much broader than those provided here. Table 4.23 provides an insight into detailed and complex care use patterns.

One of the first characteristics that emerges from Table 4.23 is the relationship between age of child and type of care. Depending on child-age, certain types of care are not used at all (or in numbers too low to be reported) or they are used by very large numbers of children. To take a fairly obvious example, while nurseries and kindergartens are relatively important forms of care for 3-5 year olds, their use outside of this age group is zero or minimal. To take another example, while Before and After School Care Programs provide care for approximately 5% of 6-9 year olds, such care is used by only 1% of 10-12 year olds.

On the other hand, certain other forms of care are used by a fairly consistent percentage of children regardless of age group. Care by a "spouse in the home" is one of the least variable forms of care across all age groups, with a range from 15.6% for 18-35 month olds to 26.2% for 10-12 year olds.

Table 4.23 also identifies the most significant forms of care for each age group across the country. For children 0-17 months and 18-35 months of age, unlicensed family day care by a non-relative is the most frequently used care-type with approximately one-fourth of all children in each of those age groups in that form of care. For 3-5 year olds a broader distribution of children across a variety of care types is more in evidence with unlicensed family day care (18.7%), spouse in the home (17.5%), day care centres (13.9%), and IP at work (10.7%) each accounting for more than 10% of this age group's caregiving needs.

The overwhelming majority of children 6-12 are in school while the IP works or studies. School, however, has been excluded from Table 4.23 in order to focus on other major forms of caregiving for school-age children. The pattern for 6-9 year olds is quite different from 10-12 year olds. While the most used form of care for both groups is "spouse at home" (6-9 years = 24.6% and 10-12 years = 26.2%), that care-type is closely followed by "child in own care" (self-care) for 10-12 year olds (20.3%), while unlicensed family day care is the second most frequently reported form of care for 6-9 year olds (12.7%). It should also be noted that "no arrangement identified" represents a significant percentage of children in both school-age groups.

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## 2. Manitoba

The pattern of primary care use, while the IP works or studies, varies from province to province. Insofar as provincial numbers are much lower than national numbers and since numbers that are too low are not reportable, it is necessary to combine age groups when presenting provincial figures. The provincial tables will present data for three age groups: 0-35 months, 3-5 years, and 6-12 years. In addition, in order to maximize the number of reportable care arrangements, it is necessary to combine two arrangements into one category in a number of cases. Thus, in Table 4.24, nine composite categories are created that contain the fourteen primary care types identified in Table 4.23. The relationship of composite categories I-IX to the 15 forms of care is noted in the key to Table 4.24 located at the bottom of the Table.

Of the 193,600 children living in Manitoba, 112,400 (58.1%) used a primary care arrangement while the IP worked or studied. As was noted earlier in the national section, the pattern of use is variable by age group.

There were 21,100 children 0-35 months of age in Manitoba who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: the IP's spouse at home or work (27.4%) and a relative in or out of the child's home (19.6%).

There were 24,200 children 3-5 years of age in Manitoba who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: regulated group care (20.1%) and licensed/unlicensed family day care (18.2%).

There were 67,100 children 6-12 years of age in Manitoba who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: the IP's spouse at home or work (32.5%) and self or sibling care (23.4%).

Table 4.24

## Categories of Primary Care Arrangements (Excluding School) Used While IP was Working or Studying for Manitoba

Care Category	Child Age					
	0-35 Months		3-5 Years		6-12 Years	
	No.	%	No.	%	No.	%
I. IP at Work	3,600q	17.2	3,600q	14.7	5,900q	8.8
II. Spouse at Home/Work	5,800q	27.4	4,200q	17.5	21,800	32.5
III. Self/Sibling	—	—	...	...	15,700	23.4
IV. Relative in/out of Child's Home	4,100q	19.6	3,500q	...	6,000	9.0
V. Non-Relative/Child's Home	...	...	...	...	...	...
VI. Family Day Care (Licensed/Unlicensed)	3,800q	18.1	4,400q	18.2	4,200q	6.3
VII. Nursery/Kindergarten	...	...	...	...	—	—
VIII. Regulated Group Care	...	...	4,900q	20.1	...	4.2
IX. No Arrangement	...	...	...	...	9,100	13.6
<b>Total</b>	<b>21,100</b>	<b>100.0</b>	<b>24,200</b>	<b>100.0</b>	<b>67,100</b>	<b>100.0</b>

## Legend

I: Care by IP at work (1)	V: Care by Non-relative in child's home (8)
II: Care by Spouse at home (2)	VI: Unlicensed family day care (9)
Care by Spouse at work (3)	Licensed family day care (10)
III: Care by Sibling (4)	VII: Nursery School (11)
Care by Self (5)	Kindergarten (12)
IV: Care by Relative in child's home (6)	VIII: Day Care Centre (13)
Care by Relative not in child's home (7)	Before/After School Care (14)

In seeking to understand the provision and use of child care in Canada, or in any of the provinces or territories, it is important to realize that there are many different ways of presenting and understanding child care data. As this chapter has noted, child care can be used for a variety of purposes. Some care is work or study related and some is not; each yields a different profile of care use. Even within a common frame of reason for using care the predominate forms of care used shift greatly depending upon factors such as: age of child; family structure (one or two-parent families for example); care forms typically used for more than or less than 20 hours a week; and numerous other factors.

The CNCCS data base is both complex and large. This chapter on CNCCS Survey data for Manitoba represents an introduction to the study. More detailed information on Manitoba and on Canada as a whole can be found in other reports from the Canadian National Child Care Study (CNCCS).



## Chapter 5

### ADDENDUM: CHILD CARE IN MANITOBA, 1988-1990

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In October 1988 the new Progressive Conservative minority government appointed the Manitoba Child Care Task Force to review the child care system and allow the public, including the child care community, an opportunity to comment. After 5 months of public hearings held throughout the province, the task force released its report in 1989. The four characteristics identified as essential for a quality child care system were adaptability, diversity, flexibility, and options. Among the 204 recommendations was confirmation "that the current regulations and standards of child care be maintained and enhanced" (Manitoba , 1989, p. 28). The recommendations addressed education and training (22%); funding, subsidies, and salaries (17%); types of child care (17%); family day care (13%); cultural diversity and aboriginal child care (12%); boards of directors and reporting (12%); and concerns such as rural care and child care for sick children. The government responded by implementing 37 of the recommendations immediately and approximately 40 more with the release of the 1989/90 budget. It also announced the creation of a Child Care Advisory Committee appointed by the Minister of Family Services to advise government on future directions for the development of child care services.

Quality care of children and professionalization of child care workers continue to be goals in Manitoba. Annual salary enhancement grants in the amount of \$4,350 per worker in fully funded centres for 1990/91 were designed to bring the salaries of regular child care workers, excluding directors, to an average of \$17,000 a year by 1990. However, child care workers felt that such salaries are not commensurate with their responsibilities and training, and in October 1989 they walked out of their day care centres for one day and held a demonstration at the Manitoba legislature. In response, the Minister of Family Services appointed a five-member Working Group on Child Care with representation from the child care associations and the child care community to examine short and long-term funding arrangements for child care services. The working group studied issues related to child care workers' salaries, government operating grants for child care centres, parent fees, and the proportion of the cost of care covered by each. The Manitoba Child Care Association (MCCA) declared a moratorium on further job action pending the report and action on the recommendations of this working group. In February of 1990 the Manitoba government accepted and implemented all the working group's short-term recommendations. These included salary enhancement grant increases of 13% to fully funded centres and 13% to partially funded centres; introduction of a \$500 per year salary enhancement grant for eligible family day care providers; a 10% increase in parent fees; a 5% increase in the maintenance grant; an increase in the income ceilings for fee subsidy eligibility; and for the first time, an additional subsidy paid to commercial day care centres on behalf of eligible children. The MCCA was satisfied with the implementation by government of the short-term recommendations and called off its moratorium.

Because of insufficient child care education and training programs and the relatively high turnover of child care workers, the phase-in period for CCW classification was extended to 1991. By 1990 Manitoba had approved: English-language child care diploma programs at three community colleges with courses occasionally available at some of their satellite campuses; a French-language child care diploma program offered at Saint-Boniface College; and to be offered by Yellowquill College in cooperation with Assiniboine Community College, a program specifically appropriate for Native child care workers. The University of Manitoba received baseline funding to begin offering an approved 4-year degree in Child Studies in September 1990, and the University of Winnipeg is in the process of developing a child care stream in its 3-year Bachelor's program in Developmental Studies. Other non-credit and continuing education programs such as a Day Care Management Certificate are also being offered.

Other 1990 initiatives include capital grants of up to \$75,000 for the establishment of non-profit work-site day care centres in which the parents or guardians of the majority of the children are employees of one employer or industry. Employees of Burns Foods and the Canadian Wheat Board were the first organizations to receive this grant. Other previously established work-site day care centres serve employees of the Health Sciences Centre, the Assiniboia Downs Race Track, and the Western Glove Works clothing manufacturer.

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## Chapter 6

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# CANADIAN NATIONAL CHILD CARE STUDY

## CANADIAN CHILD CARE IN CONTEXT: PERSPECTIVES FROM THE PROVINCES AND TERRITORIES

### ONTARIO REPORT

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This component of the Canadian National Child Care Study is a cooperative research project among members of the National Day Care Research Network, Statistics Canada, the Department of Health and Welfare Canada, and members of the twelve provincial and territorial report teams who participated in the development of *Canadian Child Care in Context: Perspectives from the Provinces and Territories*. Primary funding was provided by the Child Care Initiatives Fund, Department of Health and Welfare Canada; supplemental funds were provided by the Social Sciences and Humanities Research Council of Canada, and the Provinces of Ontario and New Brunswick.

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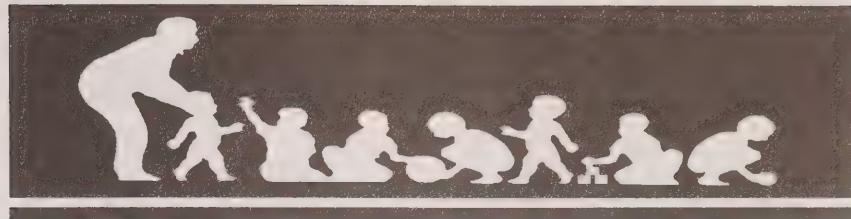
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--	Figures not available
—	Nil or zero
q	Estimate is subject to high sampling variability and should be used with caution
N/A	Information not available or not applicable

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Note: Due to rounding discrepancies may appear between totals and data presented in table form.



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## Acknowledgements

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---

Irene Kyle

Toronto, Ontario  
February, 1991



## Chapter 1

### A SOCIO-GEOGRAPHIC OVERVIEW OF ONTARIO

---

#### Introduction

With nearly 10 million residents (9,101,695 in 1986) and over one-third of Canada's population, Ontario is Canada's most populous province. Ontario, whose name comes from an Iroquoian word meaning "beautiful lake or water," is the second largest province by land mass, occupying 10% of the area of central Canada. About 90% of the province--all of the area north of a line running roughly from Kingston through Peterborough and Barrie to the Georgian Bay--is in the Canadian Shield. Southern Ontario, the area south of the Kingston-Georgian Bay line, contains 90% of the population as well as most of the agricultural land. Within this small area of the province, most of the population is concentrated in the highly urbanized region around the western end of Lake Ontario which includes Oshawa, Toronto, Hamilton, and St. Catherines. Other large cities include Ottawa, Windsor, London, and the Kitchener-Waterloo complex. It is estimated that 82% of Ontario's population is urban and 18% rural. Toronto is the capital of the province and also the largest metropolitan area in Canada with a population of over 3 million in 1986; Ottawa, located in southeastern Ontario, is the capital of Canada (*Canadian Encyclopedia*, 1988).

Indian settlement of Ontario extends back to earliest times. When the Europeans (mainly French explorers) arrived in the 17th century, the Algonquian tribes were settled in the north and northwestern parts of the province, and the Iroquoian tribes were settled in the south. The first European settlement was the Jesuit mission, Ste. Marie Among the Hurons, which had to be abandoned in the late 1640s because of the fighting among the Iroquois. Although there had been a number of small French settlements scattered throughout the province, the European settlement of Ontario began in earnest with the arrival of the United Empire Loyalists who sought refuge from the American revolution (*Canadian Encyclopedia*, 1988). The colony of Upper Canada was created by the British in 1791. With Confederation in 1867, Upper Canada became the Province of Ontario and one of the four founding provinces of the new Dominion of Canada. Until World War II the majority of residents and immigrants were of British origin. Since the war there has been massive immigration from a wide variety of countries, with the result that only about half of Ontario's population now claims British ancestry.

In 1986, 25% of Ontario's total population was born outside of Canada. English is the mother tongue of 79.6% of Ontarians, French the mother tongue of 4.9%; 15.5% of the population have a mother tongue other than English or French. This latter group has been growing more rapidly than the others: the non-English/French mother-tongue population increased by 21% from 1971 to 1986. In 1986 the largest non-English/French mother-tongue groups in Ontario were: Italian 21%, German 11%, Chinese 9%, Portuguese 8%, and Polish 5%. Between 1981 and 1986 there have been shifts in language groups, with several mother-tongue groups experiencing a decrease: Baltic languages, -47%,

Ukrainian and Finnish, approximately -25% each. Due to continuing immigration, other language groups increased proportionately, including: Chinese +29%, Indo-Iranian +21%, and Vietnamese +58% (Ontario Ministry of Citizenship, 1986).

Ontario also has about 96,000 aboriginal people--more than any other province. These native peoples live "on-reserve" in 170 reserves that cover about 610,000 hectares and "off-reserve" in areas throughout the province (*World Book Encyclopedia*, 1989).

Since World War II, Ontario has become a "cultural mosaic". While no one immigrant group represents a large proportion of the population, many groups are concentrated in particular areas, cities, or neighbourhoods. For example, it is estimated that 38% of Toronto's population is foreign-born and that 40% of children served by the Toronto Board of Education speak a language other than English at home. As well, approximately 50% of new immigrants are in their child-bearing years (25-44 years of age), a fact that has significant, practical implications for planning child care and education programs. As is the case for many families today, in many immigrant families both parents must work in order to establish themselves and meet basic needs. To do this they require accessible and affordable child care arrangements. Many immigrant parents also need child care services to enable them to take part in language classes or training programs that will help them make a better adjustment to their new life. Enrolment in child care programs also helps young immigrant children learn English, make friends, and become acquainted with Canadian customs.

---

## The Economic Base of Ontario

The Ontario economy is generally one of the healthiest and most diversified in Canada. The overall rate of unemployment was comparatively low at 5% in 1988 (Statistics Canada, 1989, p. 95). In 1988 the average Ontario family income was the highest in Canada at \$51,303, compared with the national average of \$45,329. At the same time the median family income in Ontario was \$45,793, compared with the Canada median of \$40,430 (Statistics Canada, 1990, p. 20).

The National Council of Welfare reported that in 1986 the average income of the head of the family in Ontario was \$40,519, while the average spousal income was \$10,278. As a consequence Ontario received the lowest average of transfer payments (per family): \$3,530, compared with the Canadian average of \$4,215 (National Council of Welfare, 1988).

The overall wealth of the province is generated in a wide range of activities, similar to the pattern for Canada as a whole. In the twentieth century increasing urbanization caused shifts in the provincial agricultural base. Traditional mixed grains and animal husbandry gave way to regional farming patterns whereby "dairy products, corn to fatten livestock, vegetables, fruit and tobacco" support diversified urban markets. By 1987 Ontario's economic growth rate was higher and its unemployment rates lower than any other province in Canada. Service-producing industries accounted for 61.5% of the province's total gross domestic product of \$177.5 billion in 1986, while goods-producing industries accounted for 38.4% (*Canadian Encyclopedia*, 1988, p. 1571). Table 1.1 provides more detailed information about specific sectors of the economy.

---

Table 1.1

## Ontario: Gross Domestic Product

	1986 at Factor Cost	\$Millions
<b>Goods-Producing Industries</b>		<b>68,205.7</b>
Agriculture		3,580.1
Forestry		576.6
Fishing		24.1
Mining		2,444.8
Manufacturing		45,226.0
Construction		11,711.0
Utilities		4,643.1
<b>Service-Producing Industries</b>		<b>109,395.4</b>
Transportation		10,261.6
Trade (Wholesale & Retail)		20,872.5
Finance		27,692.4
Service		40,027.9
Public Administration and Defence		10,541.0
<b>Total</b>		<b>177,601.1</b>

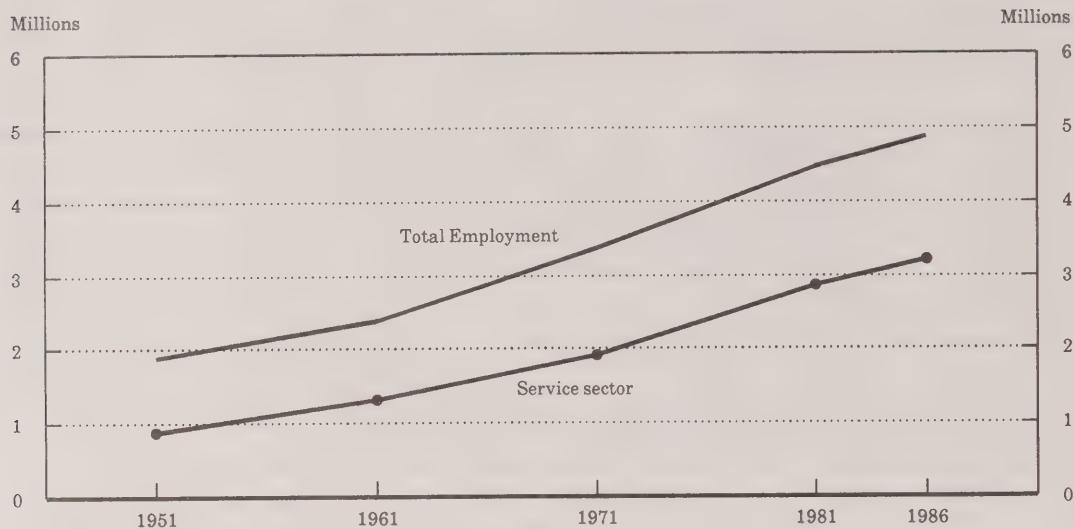
Source: *Canadian Encyclopedia*, (1988). Ontario. p. 1571.

In 1986, direct services (education, medicine, restaurants, etc.) accounted for 22.5% of the provincial product, and manufacturing accounted for 25.5%. Retail and wholesale trade accounted for 11.8%, while the rapidly growing financial industry accounted for 15.6%. Farming, forestry, fishing, and mining together represent only 3.7% of the total provincial product (*Canadian Encyclopedia*, 1988). Virtually all employment growth has occurred in the service-producing sector of the economy, which includes such areas as transportation, communication, trade, finance, insurance and real estate, community business, and personal service industries, as well as public administration and defense. Figure 1.1 shows the growth of employment in the service industry sector compared with total employment in Ontario, from 1951 to 1986.

Figure 1.1

Comparison of All Employment with Service Sector Employment,  
Ontario, 1951-1986

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Source: Statistics Canada. (1988, November). *Dimensions: Industry Trends, 1951-1986*. (Cat. No. 93-152).

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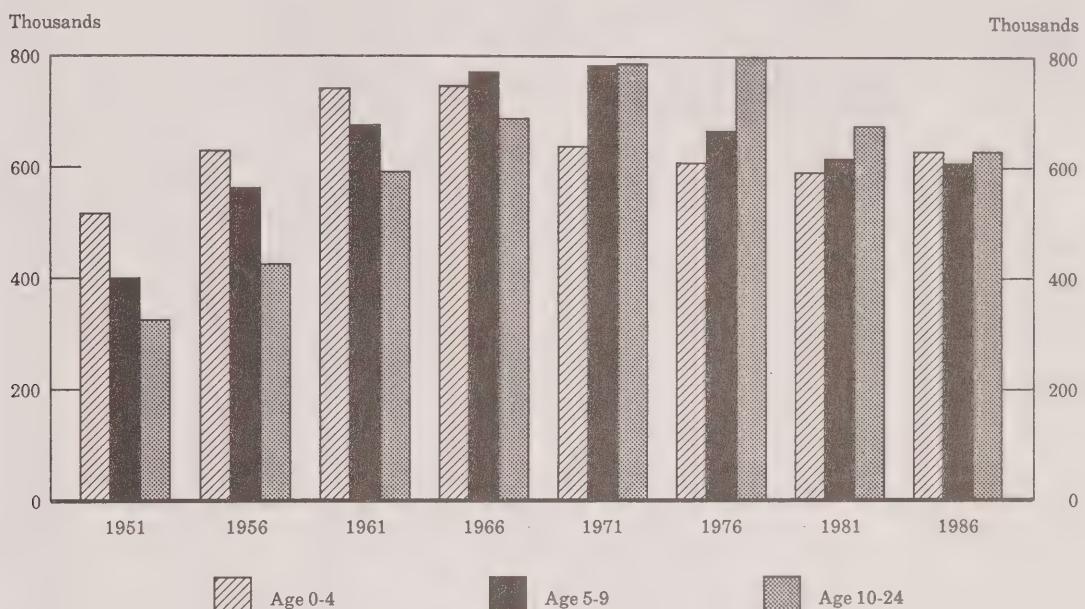
### Population Characteristics

Ontario's population doubled between 1951 and 1986, increasing from 4,597,542 to 9,101,695. The number of children aged 0-4 years has, however, remained somewhat more constant, varying from a low of 514,722 children in 1951 to a high of 745,744 in 1966. Since then, the number of children aged 0-4 has decreased to 631,390 in 1986 (Statistics Canada, 1987). Figure 1.2 shows trends in the numbers of children by age group and census year.

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Figure 1.2

Change in Child Population by Age Group and Year



Source: Statistics Canada. (1987). *The Nation: Age, Sex and Marital Status*. (Cat. No. 93-101).

A "best bet" estimation of population growth made for the Ontario Ministry of Education predicted an essentially "steady state" population of just over 600,000 children aged 0-4 years through 1996 (Atkinson & Sussman, 1986).

Table 1.2 shows the age distribution of the Ontario population in 1981 and 1986.

Table 1.2

Ontario Population Figures by Age Groups for 1981 and 1986

Age Group	Year	Male	Female	Total
0-4	1981	303,725	289,305	593,030
	1986	323,295	308,095	631,390
5-9	1981	317,335	299,955	617,290
	1986	311,390	296,770	608,160
10-14	1981	346,655	329,685	676,340
	1986	323,545	306,325	629,870
15-24	1981	806,015	792,540	1,598,555
	1986	761,325	742,445	1,503,770
25-34	1981	715,885	740,380	1,456,265
	1986	778,825	804,200	1,583,025
35-44	1981	538,700	534,460	1,073,160
	1986	654,465	662,450	1,316,915
45-54	1981	472,040	464,890	936,930
	1986	475,930	474,155	950,085
55-64	1981	384,540	420,795	805,335
	1986	428,175	457,610	885,785
65-74	1981	241,860	294,630	536,490
	1986	269,915	332,700	602,615
75-84	1981	98,785	160,210	258,995
	1986	116,605	186,140	302,745
85 and over	1981	21,245	51,465	72,710
	1986	24,335	63,015	87,350
Totals	1981	4,246,785	4,378,315	8,625,100
	1986	4,467,805	4,633,905	9,101,710

Source: Statistics Canada. (1987). *The Nation: Age, Sex and Marital Status.* (Cat. No. 93-101).

In 1986, children under 15 years of age made up 20.5% of the total population; those aged 15 to 34 years, 33.9%; persons aged 35 to 64 years made up 34.6%; and persons 65 years of age and older constituted 10.9% of the total population (Statistics Canada, 1987). The proportionately smaller number of children under 15 years is partly a reflection of Ontario's declining fertility rate which has dropped from 3.74 in 1961 to 1.63 in 1981 and 1.68 in 1986 (Ram, 1990, p. 90). The total fertility rate refers to "the number of children a woman could have during her lifetime if she were to experience the fertility rates of the period at each age" (Ram, 1990, p. 25).

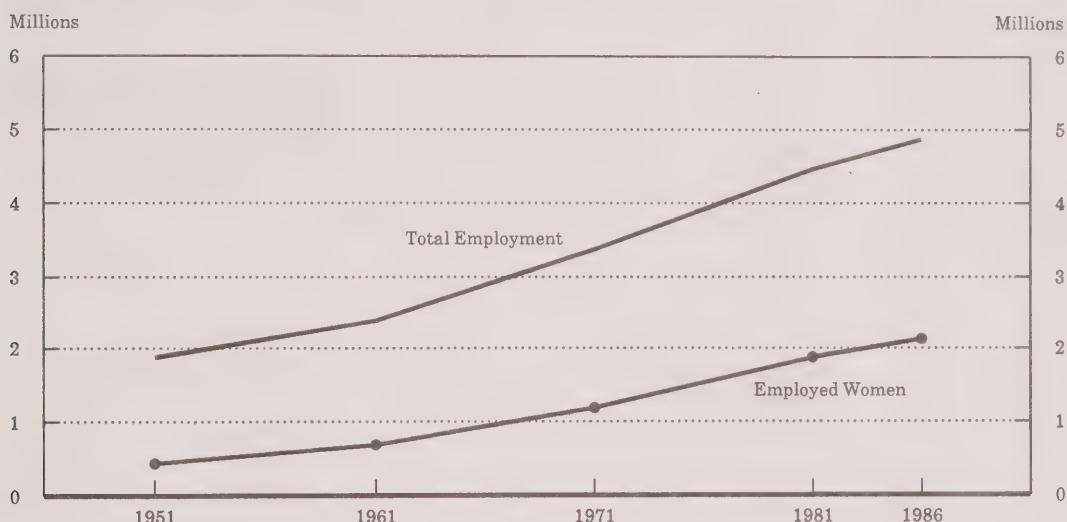
The number of seniors--persons over 65 years--grew from 508,073 in 1961 to 992,700 in 1986: an increase of 95% (Statistics Canada, 1987). The Ontario Ministry of Citizenship reported in 1986 that the provincial population had increased by 5.5% over the past 5 years, with the seniors population increasing by 14% and the under-15 population decreasing by 9% (Ontario. Ministry of Citizenship, 1986). This growing number of seniors has placed increased demands on the health care and social service systems at the same time that the need for additional child care services has increased, thereby causing strain on the available resources.

## Labour Force Participation

Since 1951, Ontario has experienced many of the same shifts in female employment patterns as other parts of the country. The proportion of all women over 15 years of age participating in the labour force increased from 26% in 1951 to 61% in 1988, while the rate for men over 15 hovered around 80% during the same period. Figure 1.3 shows the increases in the total Ontario labour force and in the number of women participating in it from 1951 to 1986.

Figure 1.3

Comparison of Labour Force Participation by Total Employed and Employed Women in Ontario, 1951-1986



Source: Statistics Canada. (1988, November). *Dimensions: Industry Trends, 1951-1986*. (Cat. No. 93-152).

For women with families, the increase in labour force participation is even higher. Table 1.3 shows the labour force participation rates of Ontario women with families for 1981, 1986, and 1988.

Table 1.3

**Labour Force Participation Rates of Women By Age of Youngest Child  
(All Families) Annual Averages Ontario 1981-1988**

	1981 %	1986 %	1988 %	% Change 1988/81
<b>Total--Women with families</b>	<b>55.5</b>	<b>59.5</b>	<b>62.4</b>	<b>12.4</b>
With children <16	60.4	68.4	71.3	18.0
With preschool age children	52.8	62.5	63.8	20.8
Youngest child <3 yrs	49.5	59.5	60.4	22.0
Youngest child 3-5 yrs	58.1	66.9	69.0	18.8
Youngest child 6-15 yrs	67.1	74.0	78.8	17.4
Without children <16 yrs	50.8	52.2	55.3	8.9

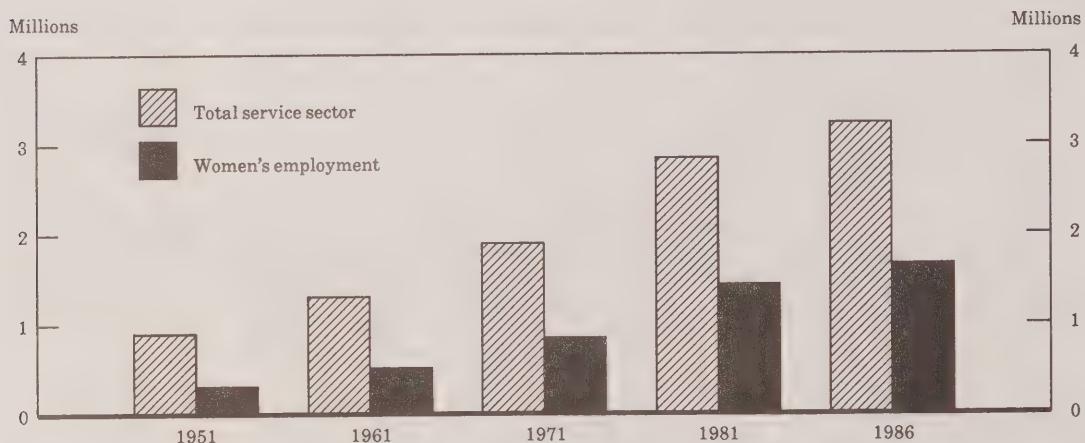
Source: *Statistics Canada. (1989). Labour force annual averages 1981-1988. Unpublished data.*

While there has been significant growth in labour force participation during this period for women with children under 16 years of age, the most rapid growth in participation has been for women with children under age 3. It has been estimated that women's labour force participation will continue to increase, so that by the year 2000 their participation rate will approach that of men (Jones, Marsden, & Tepperman, 1990). These increases have resulted in a growing and unprecedented demand for child care services.

Most women who joined the workforce have entered the service sector (Figure 1.4).

Figure 1.4

**Comparison of Service Sector Employment by Total Employed and Employed Women in Ontario, 1951-1986**



Source: *Statistics Canada. (1988, November). Dimensions: Industry Trends, 1951-1986. (Cat. No. 93-152).*

Table 1.4 shows the growth in women's labour force participation and their concentration in the fields of social science, teaching, health, and clerical occupations.

**Table 1.4**
**Selected Major Occupation Groups of Men and Women in the Experienced Labour Force, Ontario, 1971-1986**

Occupation	Sex	1971	1981	1986
Managerial, administrative	M	131,695	237,940	276,675
	F	25,370	83,815	137,595
Natural sciences, engineering, math	M	97,255	142,700	188,785
	F	7,690	22,410	33,660
Social science, related fields	M	15,985	34,410	39,025
	F	12,800	39,520	53,775
Religion	M	6,450	7,870	8,235
	F	790	1,520	2,015
Teaching	M	52,180	71,010	71,935
	F	76,325	101,520	117,925
Medicine and health	M	30,610	38,370	42,030
	F	93,745	143,525	168,860
Artistic, literary, recreational	M	24,235	39,815	44,795
	F	9,855	27,480	35,495
Clerical and related	M	176,320	196,285	200,535
	F	413,950	669,135	706,505
Sales	M	217,700	243,080	268,065
	F	102,800	185,430	220,720
Total for all occupations	M	2,151,770	2,598,725	2,733,845
	F	1,202,585	1,874,100	2,143,180
<b>Total for both sexes</b>		<b>3,354,355</b>	<b>4,472,825</b>	<b>4,877,025</b>

Source: Statistics Canada. (1988, November). *Dimensions*. (Cat. No. 93-152).

There are also significant differences between the numbers of men and women who work full or part-time. In 1988, there were 1,232,000 Ontario women (15-44 years of age) employed full-time and 402,000 employed part-time, compared with 1,716,000 men of the same age employed full-time and 178,000 men employed part-time. The proportions of women and men working part-time were 25% and 9% respectively (Statistics Canada, 1989). Of all Ontario women who worked part-time in 1988, 56,000 gave personal or family responsibilities as their reason for doing so; none of the men's responses fell into this same category (Statistics Canada, 1989).

Although far more women are working, their incomes remain noticeably lower than men's. In 1970 Canadian women's average employment income (full-year, full-time) was \$15,298, or 59.9% of men's; in 1980 it was \$19,571, or 63.8% of men's. By 1985 it was \$19,995, or 65.5% of men's average employment income (Connelly & MacDonald, 1990). For Ontario in 1985, the average income for men was \$25,145; for women it was \$13,422, or 53.4% of men's (Statistics Canada, 1989). Ontario's recently enacted pay equity legislation reflects concerns about

this trend; however, it does not apply to workplaces with a predominance of female job classes and therefore has not had any significant impact on the salaries of child care workers.

### Family Characteristics

Table 1.5 provides information about various aspects of family composition and structure for Ontario and Canada, and Table 1.6 shows marriage and divorce rates for the same populations. Ontario shows a pattern similar to Canada as a whole in terms of fertility rates, number of childless women, family size, single parents and the proportion of husband and wife families. Ontario differs, however, from the national pattern with lower birth rates among single women and fewer common-law unions.

Table 1.5

Selected Indicators of Family Life in Ontario and Canada: 1986

Indicators	Ontario	Canada
Percent of women 15-44 years, who are childless	22.3	22.7
Births to single women/1,000 single women, 15-44 years	20.1	29.0
Percent one-person households	21.1	21.5
Average number of persons/household	2.8	2.8
Average number of persons/family	3.1	3.2
Percent husband-wife families	88.1	87.3
Percent one-parent families	11.9	12.7
Common-law couples as a percent of husband-wife families	6.3	8.3
Fertility rate	1.68	1.67

Source: Ram, B. (1990). *Current Demographic Analysis: New Trends in the Family*. (Cat. No. 91-535E, Table 6.1), p. 58.

Although the rate of marriage in Ontario has been gradually decreasing since 1961, the 1986 rate was somewhat higher than the national average (see Table 1.6).

Table 1.6

Marriage and Divorce Rates, Ontario/Canada

		1961	1971	1981	1986
Marriage rate/ 1,000 single women	Ont. Can.	106.7 93.1	110.7 100.0	86.3 80.7	81.2 71.9
Percent single women aged 30-34 years	Ont. Can.	8.3 10.5	7.7 9.1	9.9 10.5	12.8 13.3
Divorce rate/ 1,000 married women	Ont. Can.	1.9 1.6	6.7 6.1	10.0 11.3	12.3 12.4

Source: Ram, B. (1990). *Current Demographic Analysis: New Trends in the Family*. (Cat. No. 91-535E, Appendix Tables 6.1 & 6.2), pp. 88-89.

Although the proportion of single women aged 30-34 years old has been increasing since 1961, the 1986 Ontario rate is just slightly less than the rate for the country as a whole. The Ontario divorce rate has increased considerably between 1961 and 1986, but it is consistent with the national average.

Table 1.7 provides information about the number of husband-wife and one-parent families in Ontario in 1986. During the period between 1961 and 1986, the proportion of one-parent families increased from 7.9% to 11.9% (Ram, 1990). In 1986, 17.8% of Ontario families with children were one-parent families, 82.2% of which were headed by women.

**Table 1.7**

**Family Structure in Ontario, 1986**

Husband-wife families without children <sup>1</sup>	816,525
Husband-wife families with children	1,338,460
Total one-parent families with children	290,755
Male-headed one-parent families	51,850
Female-headed one-parent families	238,905

<sup>1</sup> Children refers to sons or daughters, regardless of age, who have never married and who live in the same dwelling as their parent(s).

Sources: Ontario. Ministry of Citizenship, Policy Services Branch, Population Data Series II, No. 21, 1986 Census. (1986). Maps and Demographic Statistics for Selected Mother Tongue Groups. (Table 8).

### Provisions for maternity leave

Part XI of the Ontario *Employment Standards Act* (Ontario, 1988) sets out the minimum standards with respect to pregnancy leave, which is the only family-related leave now provided for in Ontario legislation. In 1988, the law allowed 17 weeks unpaid pregnancy leave, beginning no earlier than 11 weeks before the expected date of delivery. To qualify, women must have worked for the same employer for at least 12 months and 11 weeks prior to delivery. The employee was required to provide 2 weeks written notice before commencing the leave. Employee benefits and seniority were frozen at the commencement of pregnancy leave and resumed upon the employee's return. The employer was required to reinstate the employee in the same or a comparable position at not less than the wage paid at the time of leave (Ontario. Ministry of Labour, 1989).

At the time of writing, the Ontario Ministry of Labour was reviewing these provisions and had proposed a number of changes to complement and coincide with proposed changes in the federal Unemployment Insurance Commission provisions dealing with maternity leave.

### Poverty

In its analysis of poverty the National Council of Welfare reported a 1986 poverty rate of 8.7% for Ontario families. Although this rate was the lowest in the country, the actual number of families affected (216,200) constitutes 25.4% of all Canadian families living below the poverty line (National Council of Welfare, 1988).

The National Council also assessed child poverty by province. In 1986, there were 268,700 (13.4%) poor children under age 16 living in Ontario families, or about 24.8% of Canada's poor children. About 105,500 or 55.3% of poor children in Ontario were being raised by single-parent mothers (National

Council of Welfare, 1988). Ontario has followed the same pattern as many other provinces, with the poverty rate increasing in the early 1980s as a result of the recession; since 1984 the rates of poverty have decreased somewhat. In 1981, the overall poverty rate for Ontario was 9.9% (229,600 families); by 1986 it had decreased to 8.7% (National Council on Welfare, 1988).

The Ontario Social Assistance Review Committee (SARC, 1988) reported that female-led, single-parent families and young children represented "a large number of the victims of poverty" and identified two key factors that had contributed to the perpetuation of poverty for Ontario social assistance recipients. The first contributing factor was the inadequate social assistance benefits that provide incomes insufficient to meet a family's basic needs: some recipients had total incomes 50% below the poverty line. The second factor was the severe lack of affordable housing: many urban recipients were forced to spend between 40 and 70% of their benefits on housing (shelter costs) (Social Assistance Review Committee, 1988).

It is clear that poverty has taken its toll on the health and well-being of Ontario's children. The Ontario Child Health Study, conducted in 1983, compared children (aged 4 to 16) whose families depended on social assistance with those who did not and found that welfare children were significantly disadvantaged in many ways. They had over twice the rate of psychiatric disorder, poorer school performance, and greater smoking behaviour than their non-welfare peers and more than 1.5 times the frequency of both chronic health problems and low participation in extracurricular activities (Offord & Boyle, 1986).

In suggesting ways to assist poor children, the authors of that report recognized the preventive role child care services can play. They also recognized the need to "expand quality child-care programs as a preventive measure against poor school performance and emotional and behavioral problems, particularly for poor children regardless of whether their parents are working" and to "target parenting and child-care programs to assist lone parents with young children" (Offord, Boyle, & Racine, 1989, p. 20).

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## Chapter 2

### AN HISTORICAL OVERVIEW OF CHILD CARE IN ONTARIO

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#### Introduction

The need to provide alternative care for children while their parents are working or studying away from home is one of the important social issues confronting families, communities and social policy today. In response to this need, child care programs in Ontario have been evolving over the last century towards a more comprehensive system offering a variety of services, including centre-based and private-home day care, services for children with handicapping conditions, and child care/family resource centres to assist parents and support unsupervised caregivers. In addition, Ontario has a small number of experimental programs which provide relief and emergency services, care for sick children, or serve rural families. The history of how this need for non-parental care and family support gradually came to be recognized in Ontario and how today's variety of programs has evolved to respond to it is a complex story with roots in the last century.

The development of child care services in Ontario has evolved through several distinct stages that reflect the changing philosophical, political, and social views concerning the government's role in providing child care support to families. The initial organization centred around creches and day nurseries run by church groups, voluntary social agencies, and women's organizations [1870s to 1945]. While federal funding for day nurseries was introduced in 1942 to allow mothers to work in war-time industries, this support was clearly limited to the war effort and was quickly discontinued once the war ended (Pierson, 1977). Because of its negligible impact on policy, this wartime period has not been seen as a separate developmental period -- although it provided part of the foundation on which the welfare-oriented services which followed it were based. While the original introduction of government support viewed day care narrowly as a welfare service and form of social assistance [1946-1984], more recently there has been a beginning recognition that child care is a necessary and more comprehensive service. Although present political rhetoric promises a public service, funding and service delivery mechanisms continue to perpetuate the welfare tradition [1985-1990].

Historically, Ontario has also played an important role in the development of child care policies and services in Canada. Although Ontario (or Upper Canada) does not appear to have participated in the pre-1850 Pestalozzi and Infant School programs, some of the earliest creche and day nursery programs in the country were established in Ontario and in Quebec in the 1870s. Together with Quebec, Ontario took advantage of federal war-time funding in 1942 to set up new day nurseries. Ontario was the first province to pass child care legislation to provide funding and set standards for the operation of programs. Since its inception in 1946, the *Day Nurseries Act* has consistently emphasized quality and has provided some of the highest standards of child care in North America.

The reader should be aware of certain limitations in this discussion of the historical development of child care in Ontario. Perhaps because our child care history is still so recent and because so few accounts of various developments have been published, information about a number of aspects of the Ontario experience is not readily available. As a consequence, the history that follows has relied heavily on a variety of government reports and official documents to begin reconstructing the past. For this reason the information it contains may be affected by some of the biases of the bureaucratic and political perspectives of the time. It should also be noted that the terminology used to describe child care services has been changing and evolving over time and can be confusing; what began as day nurseries and creches, were later called day care centres and more recently, child care centres. In preparing this history, an effort has been made to use the terminology that was current at a particular time in the discussion of that time, rather than attempting to adopt a generic term for child care services throughout.

While events such as the formation of preschool cooperatives, the formation of early childhood education programs in community colleges, and the countless hours of effort by individuals (parents, child care workers, ministry staff, academics) and advocacy groups have all contributed significantly to the development of the present child care system, they are largely unreported. To search them out, unfortunately, goes well beyond the scope of this present report. The importance of their role in drawing government's attention to social changes, in helping to shape the government agenda, and in creating new service responses, however, should not be forgotten.

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### Early Origins: Charitable and Employment Services (1870-1945)

Schulz (1978) attributes the initial development of day nurseries in the late 19th century to "the disruption of family life by urbanization and industrialization" and the problems faced by working parents, especially those who were single.

In 1873, Dr. J.L. Hughes, an early leader in public education in Toronto, introduced optional kindergartens to care for young children who came to school with their older brothers and sisters because their widowed or deserted mothers were working. In 1891, Dr. Hughes and Hester Howe, who was principal of a downtown Toronto elementary school, opened The Creche (now Victoria Day Care Services) to care for children whose mothers were working. The East End Creche was opened in 1892, followed by the West End Creche in 1909; the Ottawa Day Nursery (now Andrew Fleck Child Centre) was founded in 1911 (Schulz, 1978).

During this period day nurseries not only provided care for children but also served as employment agencies for many women working as domestic servants. In 1920, the passage of the *Mother's Allowance Act* provided financial assistance to widowed and deserted mothers, allowing many of them to stay at home to care for their children. As a result the need to support supplemental care diminished--at least from the government's perspective.

In 1926, as part of the growing international interest in child development, the Institute of Child Study and its laboratory school, St. George's Nursery School, were opened by Dr. W. Blatz at the University of Toronto. The institute was one of two schools established (the other being McGill University's Day Nursery and Child Laboratory) whose purpose was to take a more scientific approach to the study of young children and to train nursery school teachers

(Strong-Boag, 1982). With leadership from Dr. Blatz and his associates, this new interest in child development sparked the opening of a number of half-day nursery schools. Many of these nursery schools were organized by parent volunteers (the beginnings of the preschool cooperative movement). The nursery schools began to emphasize a child-centred approach--"educational guidance" and enrichment rather than the purely custodial care that had tended to characterize earlier programs (Schulz, 1978; Stapleford, 1976).

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### The World War II Period

In July 1942 following the onset of World War II, the *Dominion-Provincial War-time Agreement* was passed by a federal Order in Council (Pierson, 1977); it provided 50% cost-sharing to support nurseries for children whose mothers were working in essential war industries. The province established the Day Nurseries Branch to administer funding and support the development of new municipally-operated day nurseries. Advisory committees on day nurseries were created at both the provincial and local levels to determine need. Limited grants were provided to some private nurseries to help pay for children whose parents could not afford the full cost of care. The branch also drew upon the expertise of the Institute for Child Study, which had an important influence on the early development of standards of care. In Toronto, committees were set up to organize day care for preschool children, while boards of education were charged with providing care for school-aged children (Pierson, 1977; Stapleford, 1976).

Stapleford (1976) reports that by the end of the war there were 28 day nurseries in Ontario serving 1,200 preschool children and 42 school-aged programs serving 3,000 children 6-14 years of age. Pierson (1977) also reports 28 day nurseries in Ontario in September 1945, serving approximately 900 children and 44 "school units" serving approximately 2,500 children. It is impossible to determine at this point in time which account is more accurate.

While the rationale for federal government intervention to develop and support day care services was based on supporting the war effort, surveys conducted at that time suggested the need for child care was not limited to those working in war-time industries; many women worked because of economic need (Leah, 1981; Schulz, 1978).

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### Day Care as a Welfare Service (1946-1984)

At the end of the war federal funding for day nurseries was withdrawn, and the Ontario government threatened to close all centres. In Toronto, the Day Nursery and Day Care Parents' Association was formed in February 1946 at a meeting the United Welfare Chest held to protest the closure. The association marched to Queen's Park, organized public meetings, wrote letters to newspapers and politicians, and lobbied extensively to support their campaign. The association sought and obtained support from welfare organizations, women's groups, cultural groups, teachers' organizations, and home and school associations as well as from the Toronto Medical Officer of Health (Prentice, 1989). This campaign to keep the war-time day nurseries open appears to have been the first major child care advocacy activity in Ontario.

As a result of the public campaign and an official interest in standards for care that came from the experiences of the Day Nurseries Branch, the *Day Nurseries Act* was passed in 1946 (Schulz, 1978; Stapleford, 1976). It shifted some funding and administrative responsibility from the provincial to the municipal level of government. The Act provided for provincial grants to cover 50% of the net operating cost of municipally-operated programs or for purchase

of service from community day nurseries for children under 6 years. The new Act also established a system of licensing and regular inspection for all centres in an effort to maintain and upgrade the quality of care.

Compared with pre-war conditions, the provincial government's involvement was a progressive move which clearly acknowledged the need for establishing standards and providing public support for day nurseries. At the same time it created new difficulties for programs. First, it set relatively high standards for care but didn't ensure adequate funding to support the desired quality. Second, the new Act established a principle that provincial funding was contingent upon municipal matching. Schulz noted that:

...the net effect of the legislation was to close down a number of centres...only 16 of the 28 preschool nurseries survived.... All 42 school-age centres were closed, though 8 of them re-opened shortly afterwards...there were...2,657 applications when the administration closed the waiting lists (Schulz, 1978, p. 154).

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### **Post-war development**

The period from the mid-1940s to the early 1960s saw a steady growth of programs, especially half-day nursery schools sponsored by parent groups. Although few of these new programs received government funding, Day Nurseries Branch staff provided supervision and consultation to existing programs, to community groups starting new programs, and to a new category of child care programs: those operated by private owners or commercial operators. By 1965, there were 379 licensed centres in operation, serving about 4,700 children on a full-day basis and 6,300 children part-day (Ontario. Ministry of Community and Social Services, 1981).

In 1950 the Nursery Education Association of Ontario (which later became the Association for Early Childhood Education, Ontario) was formed. The association offered a number of extension courses and began a voluntary system of certification for day care workers, thereby establishing the foundation for a professional association. It also worked to promote the development of part-time training programs at a post-secondary level. By 1967-68 several full-time early childhood education training programs had been started by community colleges as a result of the success of the part-time programs.

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### **The Canada Assistance Plan, 1966**

Recognition of the need to expand child care services started in the mid-1960s. By 1973 more than one-third of mothers of preschoolers and half of the mothers of school-aged children were working outside the home (Ontario. Ministry of Community and Social Services, 1981).

In 1966 the federal government passed the *Canada Assistance Plan* (CAP) (Canada, 1966), which has played a critical role in the way child care services have developed, not only in Ontario but also across the country. It was (and remains) the primary federal legislation providing for federal/provincial cost-sharing of a wide range of social programs, including child care.

With the advent of CAP, eligible families in Ontario could receive fee subsidies for up to 50% of their costs for child care in provincial/municipal facilities. Ontario's approach to cost-sharing under CAP was characterized by the following policies:

1. The Ontario government continued the tradition of cost-sharing with municipalities, but reduced the provincial portion to 30% (the municipalities being required to provide the remaining 20%). As a consequence, a share of the costs of fee subsidies came out of local taxes. Local groups were not eligible for federal cost-sharing dollars if the municipality was unwilling or financially unable to share in the costs of subsidizing fees.
2. Program funding was provided indirectly through the mechanism of subsidizing child care fees for eligible families. Eligibility was determined by a needs test which was required under the social assistance provisions of CAP (most other provinces use an income test under the welfare provisions of CAP--introduced in 1972). Children were eligible for subsidies up to the age of 10.
3. Municipalities and Indian bands operated programs directly and were later authorized to "purchase services"; that is, to provide fee subsidies for families using non-governmental (non-profit and commercially operated) programs for children whose parents were deemed to be "in need" (Ontario. Ministry of Community and Social Services, 1981, p. 7).

The introduction of subsidies for low-income parents was especially significant because:

- it set up a mechanism that gave existing programs a more stable funding base and allowed for some expansion of day care programs.
- it allowed for federal cost-sharing of fee subsidies in commercially operated programs, thus laying the groundwork for the growth of for-profit programs in Ontario.

The subsidy approach had limitations, however. Subsidy payments never fully recognized the costs of operating a program nor the fact that many parents who did not qualify for fee subsidies were unable to pay the full cost of care. As a result, operating costs were indirectly subsidized by low staff salaries, a lack of benefits, and meagre facilities. By choosing this funding approach over that of providing operating grants or expenses (common in other children's services), the policy makers sowed the seeds of some of today's child care funding problems.

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### **Day Nurseries Branch objectives in the 1960s**

In the mid-1960s, the objectives of the Day Nurseries Branch were solidly focused on day care as a welfare service. The branch's mandate was to ensure that all children attending day nurseries (including those with handicapping conditions) received "the care and guidance necessary for their optimum growth and social development, in a safe, healthy environment." Care was provided to: "enable sole-support parents and others with low family incomes to go to work or take advantage of training programs that would improve their ability to provide for their families" (Ontario. Ministry of Community and Social Services, 1981, p. 7).

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### **The 1970s: A growing demand for day care services**

The 1970s heralded the beginning of a new stage in the development and expansion of child care services. As more mothers became employed outside the home, the demand for child care increased. In the early 1970s the Day Care Organizing Committee, a Toronto project operating on a Local Initiatives

Program (LIP) grant, represented the kinds of demands for child care voiced by feminist groups of the time. Established to promote expansion of parent-controlled child care, the group produced a newsletter called *Daycare for Everyone*, operated a resource library, and developed a slide show describing day care programs. Most importantly, by 1974, it had built a community network of support for non-profit child care and helped launch the Group for Day Care Reform. This group and its successor, the Day Care Reform Action Alliance, took an active role in bringing serious concerns about the government's proposed new policy initiatives to public attention (Mathien, 1990).

In 1971, in response to the growing demand for child care, the provincial government initiated a \$10 million program which provided 100% capital grants for the construction of new day care centres. In 1974, the government introduced a \$15 million capital grants program, this time emphasizing the renovation of existing buildings. As a result of these two initiatives approximately 6,450 new spaces were created in over 62 new centres (Ontario Ministry of Community and Social Services, 1981, p. 8). Not surprisingly, the creation of these new programs further increased the demand for subsidies and also indirectly influenced the demand for child care through increasing (in a limited manner) its availability.

During this period there were a series of amendments to the *Day Nurseries Act and Regulation*:

1. in 1971, to fund programs for developmentally handicapped children up to age 18 (these programs were to be operated by branches of the [then] Ontario Association for the Mentally Retarded). In 1974, to make subsidies available for physically handicapped children being cared for in programs designated as "provincially approved" corporations.
2. in 1971, to permit funding for the purchase of service and operation of private home day care programs by municipalities and Indian bands. This was a significant change because it was the first time an alternative service model received recognition and public funding. At the time it was believed that private home day care would be able to expand the supply of supervised care and be more flexible, but at a lower cost, than centre-based care.
3. in 1974, a regulation change to enable charitable and cooperative organizations to obtain subsidies directly from the provincial government by being designated "approved corporations". This change permitted expansion of services in isolated areas where municipalities did not exist (unorganized territories) or were unwilling to pay their 20% share of the costs (Ontario Ministry of Community and Social Services, 1981, p. 8).

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#### The Birch White Paper, 1974: A classic articulation of the welfare perspective

In June 1974, Margaret Birch (then Provincial Secretary for Social Development) issued a statement to the legislature on *Day Care Services to Children*. This White paper, Ontario's first major policy statement about day care, articulated the government's philosophy. The paper did not identify specific objectives, but made a number of statements about what it saw as the governments' role in the development of child care services. Although many of the proposed changes were highly controversial and never formally adopted, the statement was important because it articulated the political and policy positions that characterized much of the government's thinking about child care for the next decade. It also touched on a number of issues that are still outstanding.

The White paper began by recognizing the need to provide child care services because of the growing participation of women in the labour force; however, it set quite narrow priorities for the use of public funds. Day care dollars were to be used to assure access to services "for those with the greatest social and financial need", that is, for handicapped children, children from low-income families, and Native children. The last and lowest priority was to make services more "generally available across Ontario" (Birch, 1974, p. 2).

The Birch statement was equally definite about what government should *not* do and provided a clear picture of the conservative philosophy of the time. "We will not establish a system of "free" universal day care across Ontario", a system which was viewed as "...a costly and unnecessary monopoly over day care services to young children--services that, for the most part, people are able to provide for themselves". It emphasized the role of the voluntary and the private (commercial) sector in initiating programs and proposed greater participation by volunteers in the actual operation of day care programs. The paper argued that by supporting diversity, "...unnecessary government interference in decisions that ought properly to be left to families themselves" would also be avoided (pp. 4-5).

The White Paper recognized that day care services were not alone in caring for young children; there were also kindergarten programs whose function was "...to prepare young children for formal schooling. Their hours are necessarily tied to the hours of the school system and are therefore not suitable to the needs of working mothers..." The role of day care services therefore, was to complement the kindergarten program and "...to provide children with ancillary care and informal education" (p. 6).

From a policy perspective, the statement of purpose for both kindergarten and day care seems bound by a narrow interpretation of mandate that gives no hint of understanding the need for child care programs to support parents faced with the task of reconciling family and work responsibilities. The awkward terminology (ancillary care, for example) seems to have originated from a legislative need to set boundaries between day care and education.

The meaning of "universal" was never clearly defined, but it obviously meant different things to the advocates than the government. For example, the Alliance brief states: "There is a difference between free universal and freely available day care. For those children whose parents are working, good day care should be freely available in a system of recognized, competent day care centres of all kinds..." (Group for Day Care Reform, 1974, p. 2). From the government's perspective, "universal free day care" seemed to personify the worst kind of regimentation and institutionalization. The government's long-standing reluctance to address issues related to the possible overlap between day care and education also stems from this time. A key element in this position seemed to be an underlying fear that if early childhood care were provided within the context of the education system, the demand for and costs of care would quickly get out of hand.

The Birch paper also purported to address the issue of quality.

In the social services, we have tended to assume that quality of service is inevitably dependent on professional qualifications. Applied to day care programs, this assumption has been carried to the extreme of acting as though parents were not competent to get together to provide care for their own children (pp. 11-12).

The paper proposed reducing the number of staff caring for children and replacing them with parents, students, and other volunteers. It justified this change by taking an anti-professional stance, declaring that: "We will not create from day care services in Ontario, a private preserve for any profession" (p. 12).

As well as reflecting a negative attitude towards the early childhood profession, the proposed reductions in staffing indicated a desire to limit costs as day care services were being expanded.

We believe that the present child-to-staff ratios...are unnecessarily small, that they add far more to the cost of these programs than they bring in tangible benefit. Because these ratios have been kept too small, we can make modest changes in them, realizing significant reductions in the cost per child.... (p. 13).

Critics of the Birch statement believed, however, that the government's proposal to reduce staff (and thereby cut costs) had been influenced by the lobbying efforts of large commercial day care chains who were used to operating in other jurisdictions with much lower day care standards (Redican, 1978).

The Birch proposal provoked extensive public concern and protest. It also resulted in the formation of the Day Care Reform Action Alliance, a coalition of parents, child care and social service workers, feminists, and other advocates who lobbied successfully to stop the proposals. The day care community's response focused largely on the government's proposal to reduce a number of standards. A 1974 brief to the Ontario legislature prepared by the Alliance opposed the reductions in staff-child ratios, staff qualifications, and fire and food regulations that were proposed by Mrs. Birch. The Alliance also criticized the expansion of "commercial chain-type day care" and called for a significant increase in provincial funding to create a system of child care that would benefit children and families and provide equal opportunity for women in the workforce (Day Care Reform Action Alliance, 1974).

Through a series of public activities that included large demonstrations, a variety of actions inside the legislature, recurrent picketing, and disruption of Mrs. Birch's public appearances, the Alliance and its supporters successfully pressured the government so that it was forced to withdraw its proposed reduction of standards. The attacks on the quality of care and on early childhood education also served to unite the day care community and clarify common principles and concerns. Many of the views that have characterized child care advocacy in Ontario over the last two decades--the insistence on quality care, the demands for better, more extensive public funding, and the concern that making profits on child care was a disincentive to quality--had their beginnings in the advocacy efforts of this period.

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#### **The Advisory Council reports, 1975-76: Day care as a community service**

To bring an end to the controversy the Birch paper had provoked, the government appointed an Advisory Council on Day Care chaired by Anne Barstow. In its first *Progress Report* (January 1975), the Advisory Council signalled its independent stance, noting the need for more research and analysis before making any changes which would lower standards. It also proposed three objectives for day care services:

Day Care must be considered in the total perspective..., in the context of: 1.) A service for children--safe, healthy, developmental, enriching, nurturing, preventive; 2.) A service for families--

support for parents needing surrogate child care for any one of a variety of reasons, 3.) A community service--one of a network of services to families and children, interrelated and enhancing the general welfare of the community (Ontario. Advisory Council on Day Care, January 1975, p. 2).

The Council concluded by stating that:

...the objective[s] for Day Care in Ontario should be the development of a variety of Day Care Services as part of a network of services to families and children, of a sufficient quantity and quality to meet the needs of children, parents and communities across the Province (p. 3).

The second *Progress Report*, released in June 1975, gave detailed and specific coverage to questions related to staffing--qualifications, training, and staff-child ratios--and to private-home day care services. Among the numerous recommendations proposed were the following:

- that existing ratios be maintained.
- that "all program staff in day care centres should be trained or in training."
- that private home day care organizations should be registered with the provincial government (Ontario. Advisory Council on Day Care, June 1975, pp. 1-2).

The *Final Report* of the Advisory Council was released in January 1976 before the council was able to complete the work it had planned--to review infant and school-aged care and the financing of day care services. James Taylor, the minister at the time, attributed the early termination of the council's work to the need to have recommendations for "a federal review of social services and their financing" (Taylor, 1976, p. 7). The more likely reason was that the proposed review of day care financing, together with the progressive recommendations of the council's first two reports, were clearly leading towards proposals that would have required a fundamental shift in government philosophy and commitment to funding. These recommendations would have been incompatible with the political thinking of the time, which was still closely allied with the Birch paper.

The final report also set out a summary of principles that it believed should guide future planning, including:

...access to services for all children...; provision of a variety of services, to meet the differing needs of children and families; establishment of standards of services, to ensure quality care...; provision of a sufficient quantity of service to meet the increasing demand; a regular review of priorities for service development, with recognition of the local priorities which may outweigh those at the provincial level.

The recognition by government of its two major roles: 1) setting standards to ensure the quality of care...and, 2) providing resources for the operation of services for people in need. (Ontario. Advisory Council on Day Care, January 1976, p. 2).

Apart from the qualification--limiting government's role to providing resources for people *in need*--the principles describe an accessible, responsive, quality child care system. The Advisory Council report was also one of the first day care reports to recognize and articulate the preventive potential of day care services:

Good day care offers the opportunity of early identification of problems which could lead to future difficulties, as well as giving the support which can relieve stress and prevent family deterioration and breakdown (p. 3).

Although the recommendations of the Advisory Council were never adopted, they provided a clear set of principles and suggested a broader and more responsive policy framework for thinking about day care. In retrospect, they also appear to have indirectly influenced much of the policy development that followed for a number of years.

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### Continuation of the welfare service approach

In 1978, shortly after the formation of the Children's Services Division and an internal reorganization which eliminated the Day Nurseries Branch, the Ministry of Community and Social Services released a consultation paper, *Program Priorities for Children's Services*. It identified a number of possible objectives for day care services but provided no analysis or recommendations about what objectives should be adopted.

Also in 1978, largely in response to some of the Advisory Council recommendations, the *Day Nurseries Act* was amended to include the following provisions:

- a requirement that private-home day care agencies be licensed.
- clarification of staff-child ratios.
- support for integrating handicapped children into regular day care programs.
- funding for in-home services to the handicapped.

February 1980 saw the release of a consultation paper, *Day Nurseries Services: Proposed Standards and Guidelines*, which addressed a number of outstanding issues related to the quality of care. Following a review of the public response, new standards and guidelines were approved, and implementation began in 1983.

During this same period a new day care advocacy organization that was to become a significant actor in the development of child care advocacy in Ontario was launched. Action Day Care, whose operation was originally funded as a Canada Works project, advocated for free, universally accessible, high quality, non-profit day care for all families. Shortly after it was founded, it sponsored a drive to unionize day care workers. Although Action Day Care worked initially on local Metro Toronto issues and provincial issues, it eventually had members from and links to a number of day care groups across the country.

In 1981 Action Day Care members were active in founding the Ontario Coalition for Better Day Care. In 1982 the Coalition took the lead in promoting its view of future directions for Canadian child care at the national day care conference held in Winnipeg.

By 1982 Action Day Care had articulated a clear policy position which recognized the importance of organizing nationally as well as provincially. The position called for a national commitment to a "well-organized, universally-accessible, publicly-funded, not-for-profit, non-compulsory day care system" (Action Day Care, 1982). Action Day Care was also one of the first groups in Ontario to discuss the concept of a comprehensive child care system. It proposed:

...enough licensed day care spaces to accommodate all children in need of alternative care...adequate provision of part-day programs for enrichment, occasional care for parent relief or emergencies, appropriate integrated and special programs for handicapped and high risk children and support systems for at-home parents and caregivers should provide a range of options for parents and children in a comprehensive child care system (Action Day Care, 1982).

The idealized vision of how this comprehensive child care system would be delivered was described as "the neighbourhood hub model." This was to be a community-based, coordinated system of day care designed to meet a variety of local community needs. The concept of a neighbourhood hub model proposed by Action Day Care has subsequently been taken up by other child care groups. By the late 1980s several Ontario communities had experimented with coordinated systems of child care services called "hub models."

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### The Day Care Policy Background Paper, 1981: Continuing vacillation

In October 1981, the Ministry of Community and Social Services (MCSS) released the *Day Care Policy: Background Paper*, which provided a history and overview of day care programs, identified service and funding issues, and set priorities for future work. The paper considered the kinds of objectives that might be adopted but did not come to any resolution. The rationale for not making a decision was that, "licensed day nurseries in Ontario do not constitute a single, clearly defined program, but a complex series of programs with differing and somewhat conflicting goals" (p. 15).

Echoing the 1978 *Program Priorities* paper, the 1981 paper discussed five "perspectives on the possible purposes and objectives of day nursery services". Day nurseries were variously regarded as:

(1) a welfare service, or a form of social assistance for low-income families; (2) a service to working parents; (3) a service to enhance the development of very young children; (4) a child welfare service, intended to help children "at risk" by alleviating current familial distress or by preventing later problems in children; (5) a service for handicapped children (p. 15).

Rather than seeing these five purposes from a holistic point of view and attempting to develop a policy framework that would present them as complimentary and inter-related, the paper seems to concentrate on the differences among them. This fragmented view was put forward even though, at a service provider level, many of the day care programs of the time were managing to carry out these same functions in a complementary fashion. Also at that time, government was unwilling to accept a more comprehensive approach because of the increases in funding that would be required to support it.

The paper identified six principles that were designed to "provide overall direction to Ministry day nursery policy, and serve as a framework for determining the appropriate use of public resources" (Ontario Ministry of Community and Social Services, 1981, p. 57). These principles:

1. endorsed a child development emphasis and the provision of quality care.
2. encouraged a diversity of service sponsorships and program philosophies.
3. supported parent education.

4. reaffirmed the role of municipalities and community agencies in planning and developing services.
5. directed public funding to families in social and financial need.
6. stressed the need for more equity in the distribution of day care programs and resources.

Five problem areas related to the supply, financing, and delivery of "formal day nursery services and informal arrangements" were also identified.

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### The 1981 Day Care Initiatives: Inadvertent beginnings of a more comprehensive approach

To address these five problems, the government announced what was to become the first of a number of Day Care (and later, Child Care) Initiatives. Funds were provided to expand licensed group and private-home day care and increase the number of subsidies available to low-income families, as well as to test out "family group care" and encourage parent-run, workplace day care. Funds were also provided to develop a "public education program" to "promote increased parental awareness regarding child-rearing and decisions pertaining to the choice of child care arrangements" (Ontario. Ministry of Community and Social Services, 1981, p. 62).

The paper also proposed the adoption of a joint service planning approach for day care between the ministry and the two largest Ontario municipalities, Metropolitan Toronto and Ottawa-Carleton. Although these planning exercises were initially welcomed by the municipalities (who had previously been trying to plan on a unilateral basis), they quickly ran aground because of the ministry's inability to commit to multi-year funding. Planning attempts were further aggravated by the fact that the municipalities operated on the basis of a different fiscal year than the ministry and were often more than halfway into their service year before they would learn of that year's allocation. As a consequence many municipalities delayed needed expansion and regularly ended up in the contradictory position of underspending their day care allocation, at the same time as they continued to demand increased subsidy dollars. In the same vein, the ministry also proposed a number of administrative reforms related to the needs-testing procedures, including the development of guidelines to streamline needs-testing and eliminate indirect subsidies.

Finally, funds were provided to develop support services for both providers of informal care and parents "to improve the quality of informal care arrangements, and strengthen the capacities of parents to select and monitor such arrangements...". The support services were to be developed locally and could include: "information/referral networks,...drop-in resource centres for caregivers and the children they care for,... assistance to caregivers in developing mutual support plans in the case of emergency and illness, day care resource staff to establish a more substantial connection between caregivers and parents, or a toy-lending service offering a variety of suitable toys and equipment" (Ontario. Ministry of Community and Social Services, 1981, p. 62).

The introduction of funding to provide for parent education and caregiver support was an important change. Although politically it was seen as a means whereby the costs associated with expanding and maintaining the licensed day care system could be avoided (or contained), the initiatives supporting informal arrangements inadvertently served another function. They provided parents, caregivers, and professionals in small, often rural, communities who had little or no experience in developing or providing child care services with the means to

come together to identify and experiment with what kinds of child care programs best met local needs. In effect, the "informal initiatives" became a kind of discretionary fund for ministry area offices, allowing them to support a number of creative, community-based projects and to experiment with a variety of program models. The initiatives thus began to provide the basis for the development of a more "flexible" and comprehensive child care system.

In 1982 MCSS introduced another program which included elements involving informal child care arrangements. While the main focus of the Employment Support Initiatives (ESI) was to assist sole-support parents on social assistance to prepare to return to work or to seek employment, for the first time government recognized that help with child care arrangements was required if the life-skills and retraining aspects of the program were to be effective. The ESI program provided for monies to reimburse parents who chose informal arrangements, as well as limited funds to expand licensed day care services.

This move to fund informal arrangements indirectly was quite controversial, however, because it raised issues about quality and accountability: should the government be providing public monies for unlicensed care? How would quality be assured and children protected from the abuses of poor arrangements? And in regards to equity: what about the subsidy needs of other low-income parents using informal arrangements who were not receiving social assistance?

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### The Ontario Coalition for Better Child Care

In 1981 a number of provincial organizations concerned with day care, including Action Day Care, the Association for Early Childhood Education Ontario, the Canadian Union of Public Employees, the Ontario Association of Professional Social Workers, the Ontario Students' Federation, the Ontario Welfare Council, the Ontario Association of Family Service Agencies, and several teachers' federations, were brought together by the Ontario Federation of Labour to hold a series of public forums on day care in eight Ontario communities. One of the outcomes of these forums was the founding of the Ontario Coalition for Better Day Care (later, Child Care) and a policy paper, *Day Care Deadline: 1990* (1981). This paper was presented to members of the provincial parliament at the first of what would become a decade of public lobbies for child care.

*Day Care Deadline: 1990* suggested that a well-funded, not-for-profit, comprehensive system of day care should be accessible to all families and that it should be delivered through a separate division of the Ministry of Education. Working conditions should be improved, and the system should employ well-trained staff whose salaries would be equivalent to teachers with comparable training and experience. The paper endorsed the neighbourhood hub or family resource centre model, incorporating flexibility and centralization of social, educational, and health resources in local communities. In addition, the paper called for the elimination of public funding to commercial centres and supported the enactment of provincial legislation to expand maternity and parental leave. As a short-term measure to raise staff wages and reduce parent's fees the coalition proposed the introduction of a "\$5.00 per day space subsidy" (direct grant) to non-profit day care centres; it also proposed the creation of 10,000 new subsidized spaces and the establishment of a task force to deal with current concerns. The coalition's long-term goal (from the perspective of 1981) was for a universally accessible day care system to be in place by 1990 (Ontario Coalition for Better Day Care, 1981).

By 1984, with funding from the federal Secretary of State, Women's Programs, the coalition had developed an organizational structure bringing together provincial groups (such as the founding members), local child care coalitions from various parts of the province, and individual members into a central, decision-making council. The coalition undertook a variety of public education, advocacy, and lobbying activities on a regular basis, addressing all three levels of government as the issues warranted. Throughout the 1980s the Ontario Coalition for Better Child Care was instrumental in raising the profile of child care in Ontario, in advocating for improved access to high quality care for families, in lobbying for improved wages and working conditions for child care staff, and in securing significant increases in government spending.

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### **Emerging View of Child Care as a Necessary, More Comprehensive Service (1985-1987)**

#### **The Ontario Standing Committee on Social Development: Recommendations on the *Day Nurseries Act*, 1984-85**

In response to concerns raised by the Ontario Coalition for Better Day Care and other advocates about the omission of day nursery programs from the proposed *Child and Family Services Act*, the provincial legislature directed the Standing Committee on Social Development "to consider the principle and terms of the *Day Nurseries Act*" and to make recommendations to the Minister of Community and Social Services (Ontario. Standing Committee on Social Development, 1985). Not only were the advocates concerned about the obvious omission of day care services from the new *Child and Family Services Act*, in which child care would have been naturally associated with other community and preventive services, they were also concerned about the continued linking of child care with social assistance programs and the resulting restricted view of child care as a welfare service.

During September 1984 the committee held public hearings across the province and received many written submissions which thoroughly discussed the question of jurisdiction and other key issues of the time. The committee recognized the need for traditional attitudes to change in order to reflect the realities of modern family life. The committee's report stated that the committee was "...firmly convinced of the need for substantially more day care facilities in both urban and rural locations across Ontario" and that the provision of day care is closely associated with "the rights of women to attain full and equal employment opportunities" (Ontario. Standing Committee on Social Development, 1985, p. 4). However, in the final report, due to pressure from the Minister of Community and Social Services and other government members, the question of jurisdiction was not addressed even though many committee members had been convinced of the need for significant change during the course of the hearings (see for instance, the Minutes of the Standing Committee on Social Development, Legislature of Ontario, October 3, 1984; February 5-6, 1985).

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#### **Enterprise Ontario, 1985**

In March 1985 the government announced Enterprise Ontario as part of a pre-election package. It included \$30 million to provide for 7,500 additional full-time subsidized "spaces" over 2 years and \$22 million to fund six Child Care Initiatives as part of a larger strategy to ensure job creation and support job training. Funding was to be made available to cover renovation and start-up costs of new programs; to assist mothers attending job-training programs; to cover start-up costs for rural child care programs; to fund a Work-related Child Care Consulting Service to act as a catalyst and information resource for

business and employer groups; and to set up six public service day care centres. Apart from the expansion of subsidies, these Enterprise Ontario initiatives were generally not cost-shareable under the Canada Assistance Plan.

### The Liberal-NDP Accord

Shortly after the announcement of Enterprise Ontario, the Conservative government was defeated in an election after 42 years in power. The Liberals formed a new minority government with the cooperation of the New Democratic members and the signing of a working agreement called the "accord," which represented a combination of new initiatives from both parties. Although there was a change in leadership, most of the Enterprise Ontario initiatives proposed by the Conservatives were implemented as originally announced, with the new government providing additional funding to expand subsidies even further.

The accord set forth an extensive "Program for Action" which included committing the government to "reform of day care policy and funding to recognize child care as a basic public service and not a form of welfare...to be implemented within a framework of fiscal responsibility". (Liberal-NDP Accord, 1985). This commitment launched the government, with continuing pressure from the NDP, into a policy development process that after much internal debate and discussion, culminated in the announcement of the *New Directions* policy in June 1987.

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### Select Committee on Health, Special Report: *Future Directions for Child Care in Ontario, 1986-87*

Prior to the announcement of the *New Directions* policy, the Select Committee on Health was directed to consider the question of whether or not commercial day care programs should continue to receive public funding. In July 1986 the committee's mandate was "to examine issues related to the role of the commercial, for-profit sector in health and social services...." The committee's report noted that "...commercial activity within the child care sector is significant and has played an important role for some time...[and that] the mix of municipal, non-profit and commercial operators in Ontario warranted further examination" (Ontario. Select Committee on Health, 1987, p. 3).

Although the focus of the report was to be "...on the commercial/non-profit debate for licensed centre-based care" (p. 3), the Select Committee's 25 recommendations address many issues: licensing and monitoring inspections, quality of care, accountability, the need for expansion of child care spaces, the municipal role in financing services, and affordability.

In the end, the Select Committee's recommendations did not make a definitive statement about the role of commercial programs, although a number of them suggest that, in the future, the expansion of spaces and the use of start-up and capital funds should be directed only to non-profit programs, thus ascribing a sort of "grandfathering" status to commercial programs. One recommendation, however, did support funding to commercial programs. It recommended that "direct grants be made available to both the non-profit sector and the existing for-profit sector in the child care system in Ontario" (p. 48).

Again without explicitly stating a position, the recommendations focus on the need for greater accountability for funding and include seven recommendations which would have meant a much expanded and more rigorous inspection and monitoring system, presumably to ensure that all programs were in compliance with the minimum standards set out in the *Day Nurseries Act*.

The *Dissenting Opinion* from the New Democratic members noted the considerable opposition to the government's proposal to provide operating grants to both commercial and non-profit child care services and reflected the position of child care advocates that "...profit-making has no place in the care of young children" (p. 72).

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### **New Directions for Child Care, 1987**

In the Throne Speech of April 28, 1987 the government's earlier commitment to child care as a public service was reaffirmed:

The absence of an adequate supply of quality, affordable child care may be the single greatest obstacle preventing many families from realizing their full economic potential ...government is aware of the need for immediate action at the provincial level...we will introduce a comprehensive policy that recognizes child care as a basic public service, not a welfare service (Ontario. *Throne Speech*, 1987).

*New Directions for Child Care*, the promised new policy, was announced in June 1987. It outlined the government's "...commitment to building a comprehensive child care system that will meet the needs of all citizens; a system that would move child care from a welfare connotation toward one of public service" (Ontario, Ministry of Community and Social Services, 1987, p. i). The policy was based on several "guiding principles":

- reasonable access to a range of appropriate and affordable services.
- high quality programs that support children's health, safety, and development and are responsive to individual cultural and regional needs.
- local coordination of programs.
- informed parental choice.
- flexible employment leaves and benefits to assist parents with work responsibilities.

The announcement was to mark the beginning of a 3-year plan to provide an additional \$26 million in fiscal 1987 and an overall increase of \$165 million over the balance of the 3-year period, to a total of \$325 million (gross: federal, provincial, and municipal shares) by 1990 (Ontario. Ministry of Community and Social Services, 1987, p. 5).

*New Directions* proposed increased allocations and new funding approaches to support the existing child care system and its expansion in the non-profit sector. It proposed that MCSS work cooperatively with the Ministry of Education and with municipal governments in the planning and delivery of child care services. It also proposed to negotiate better federal cost-sharing. The development of a comprehensive child care system was to be encouraged by providing funding to develop new models of care. The policy statement also set out a number of strategies which could be used to promote better quality care.

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## Chapter 3

### AN OVERVIEW OF CHILD CARE LEGISLATION, PROGRAMS AND FUNDING IN ONTARIO

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The following section provides an overview and brief discussion of:

1. the roles and responsibilities of the various government ministries responsible for child care programs in Ontario.
2. relevant legislation with respect to child care facilities and the training and certification of early childhood education practitioners.
3. the overall capacity of child care facilities and availability of child care spaces.
4. the availability of specialized child care programs, such as special needs care and native programs.
5. government subsidies and grants available for Ontario families and for centre operators.
6. the cost of child care.
7. wages and working conditions for early childhood education practitioners in Ontario.
8. professional and other organizations providing support services to the child care community.

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#### Ministries Involved and Roles

In Ontario the Ministry of Community and Social Services (MCSS) is responsible for child care services. Its mandate includes setting licensing standards and monitoring child care programs, sharing in the cost of fee subsidies to assist needy families, and providing some capital and start-up funding to assist with the costs of setting up new non-profit programs. It provides direct-operating grants to licensed group and private home day care programs in an effort to improve the salaries and benefits of child care workers and also operating grants to support a number of child care resource centres. Finally, it provides limited funding for testing new program models and for child care research and evaluation. (For further details about Ontario child care programs see Appendix A.)

With the announcement of *New Directions* in 1987 the Ministry of Education became more actively involved in child care. It assumed responsibility for providing capital to ensure the provision of child care spaces in all new schools and for encouraging school boards to make space available for child care, especially for school-aged children.

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### Relevant legislation and regulations

Legislation related to child care programs falls into several categories: programs that are recognized and funded under the *Day Nurseries Act*, 1980 and its related Regulation (Ontario, 1988) and programs that have been developed more recently and are funded under other acts, such as the *Ministry of Community and Social Services Act*, 1980 (Ontario, 1980) or the *Child and Family Services Act*, 1984 (Ontario, 1984). In addition, there are several other Acts which have an impact on the operation of child care programs, such as the *Child and Family Services Act* and the *Health Protection and Promotion Act* (Ontario, 1989).

#### 1. Day Nurseries Act, 1980 and Regulation 760/83: Established child care services.

Originally passed in 1946 and revised a number of times since then, the *Day Nurseries Act* provides the authority for the ministry to establish minimum standards for the operation of group centre care and private home day care programs including requirements regarding the physical setting, staff qualifications, staff-child ratios, group size, nutrition, health and safety, and organization and management. In Ontario, unlike many other jurisdictions, the agencies which supervise home caregivers are required to be licensed, not the caregivers themselves. Standards for private home day care, therefore, focus on the obligations of the supervisory agency to ensure that the homes it supervises meet certain basic requirements. Home day care providers that are not supervised by an agency (informal caregivers) are not expected to meet any standards beyond that of caring for fewer than six children.

The *Day Nurseries Act* also provides the authority for provincial funding to be directed to municipalities, Indian bands, or "approved" corporations who can either operate programs directly or purchase services from other child care programs. The Act provides funding for:

- fee subsidies to assist families who have "demonstrated financial need" or who have children with handicapping conditions.
- capital grants to assist with the cost of constructing or renovating child care facilities.

#### 2. Ministry of Community and Social Services Act, 1980

The *Ministry of Community and Social Services Act* serves as a general authority and funding vehicle for social services in situations in which no other statutory authority exists; it thereby enables the ministry to undertake research and development activities. The authority to fund the various child care initiatives, child care resource centres, and flexible services projects, as well as direct operating grants, has come from this Act.

#### 3. Child and Family Services Act, 1984

This Act is used to provide funding to purchase some of the support services that assist child care programs serving developmentally and physically handicapped children and their families. Services are purchased from agencies such as children's mental health centres and infant development programs and can include in-home services as well as speech therapy, physiotherapy, family counselling and treatment services, parent relief, and home management.

The *Child and Family Services Act* also sets out professional responsibility regarding the reporting of suspected child abuse. It stipulates that all persons working with children including volunteers "...who, in the course of his or her professional or official duties, has reasonable grounds to suspect that a child is or

may be suffering or may have suffered abuse" must make a report to a Children's Aid Society (Ontario, 1989, Section 68[3]). The Act further sets out penalties for failure to report and provides protection from civil action for anyone reporting suspected abuse in good faith.

#### **4. Health Promotion and Protection Act, 1989**

A number of sections in this Act and its related regulations (Ontario, 1989) and guidelines have relevance for the operation of licensed day care in Ontario. In relation to health protection, the Act sets out requirements concerning food preparation, hygiene standards and health inspection in day care centres. It also sets out requirements for the reporting and control of communicable diseases and for immunization of children and child care staff. In relation to health promotion, it provides for health education for caregivers and nutrition promotion for preschoolers in group settings.

The responsibility for implementing the Act is assigned to local public health units (or public health departments) under the direction of a Medical Officer of Health who, in conjunction with local boards of health, determines local priorities and resources. Consequently there is considerable variation in the way in which public health services work with child care programs in different areas of the province (Ontario. Ministry of Health, 1989, April).

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#### **District responsibility**

##### **1. Ministry of Community and Social Services organization**

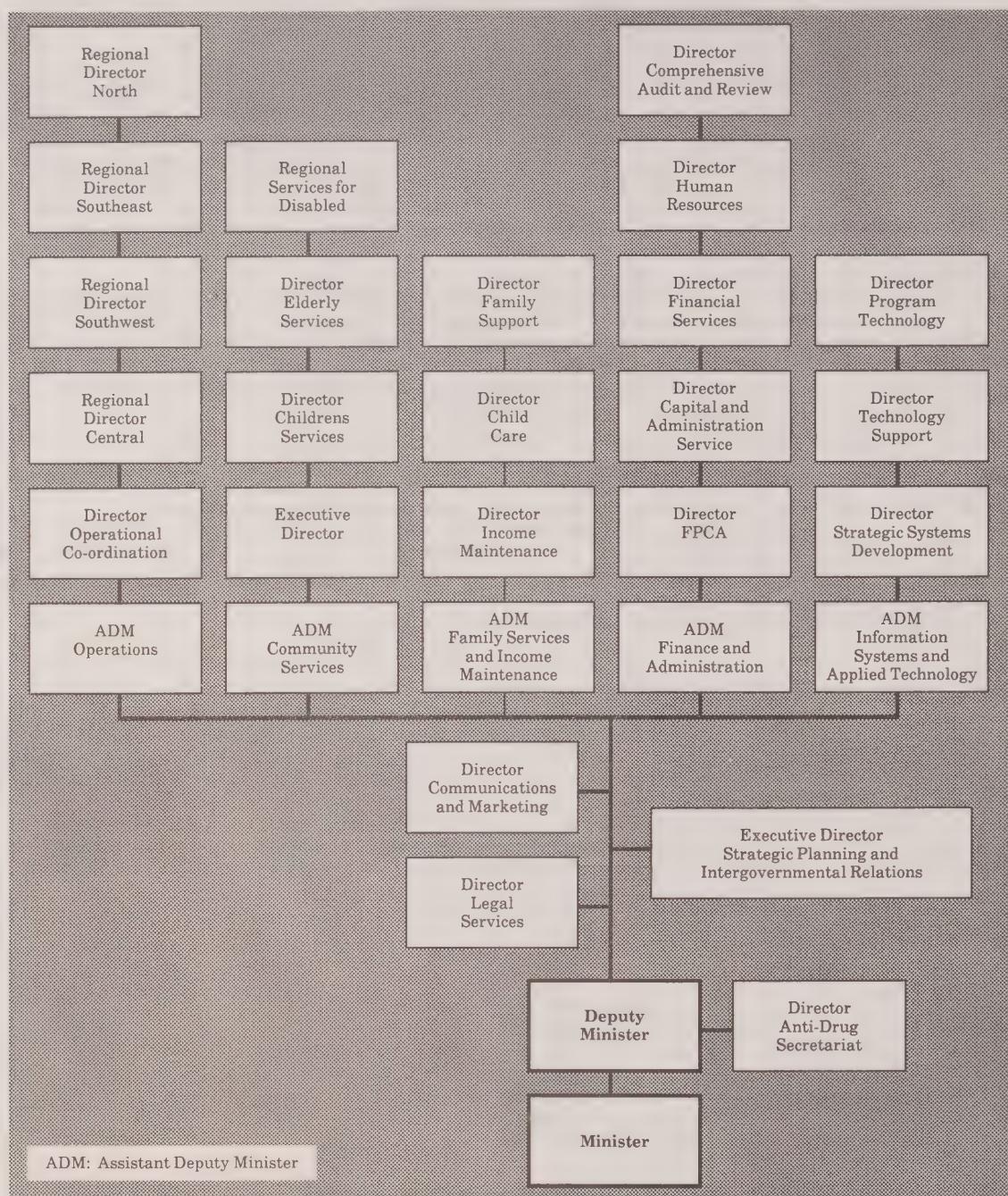
The Child Care Branch (at the central or corporate level) is responsible for the overall planning and development of child care policies and for facilitating the development of new programs and services. The branch is located in the Family Services and Income Maintenance Division with the income maintenance and family support programs (Figure 3.1).

At the operational level, the ministry is decentralized and organized into four regions--central, north, southeast and southwest--each with a number of area/district offices. Regional offices are responsible for planning and coordinating the work of the area and district offices within their regions. There are 13 area offices across the province and 6 district offices which serve somewhat larger areas located in the north. Depending on location the regional, district, and area offices are responsible for the licensing and monitoring of child care programs, for local planning, for helping to implement new initiatives, and for administering funding of various kinds. For child care programs, it is the area or district office that is usually the community's point of contact with the ministry.

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Figure 3.1

Ministry of Community and Social Services (MCSS) Organizational Chart



Source: Ontario. Ministry of Community Services. (n.d.).

## 2. Unique role of Ontario municipalities

Under the *Day Nurseries Act* municipal governments must contribute funds towards the costs of fee subsidies for local children if they wish to access federal and provincial child care dollars. The current cost-sharing formula for subsidies is 50% federal, 30% provincial, and 20% municipal. Municipalities are responsible in part for determining the level of subsidy available in their area and for establishing the eligibility of local families.

However, because municipal involvement is discretionary, there are areas of the province where municipal governments have either been opposed to participating or financially unable to cover their 20% of the subsidy costs, so that the development of child care services has been held back. In such cases the provincial government can enter into arrangements for subsidy which bypass the municipalities by designating licensed programs as "approved corporations". As a result, the 20% share of subsidies usually borne by the municipality becomes the responsibility of the "approved corporation".

A number of municipalities directly operate their own programs, and most also "purchase services" from community programs (i.e., administer fee subsidies). In some parts of Ontario, municipalities also monitor the operation of the programs from which they purchase services, resulting in two tiers of standards and inspection for some child care programs. In the larger urban areas such as Windsor, Hamilton, Toronto, and Ottawa, municipalities also take a leadership role in planning for the delivery of child care services in their area.

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## Child Care Programs

This section of the chapter provides information about a variety of child care programs in Ontario. A few cautions and limitations need to be kept in mind concerning the statistical and financial data reported. In order to provide a consistent context for the National Child Care Survey data (collected in 1988) considerable effort has been made to report information about the status of programs and funding in 1988. However, because Ontario does not have a fully developed, reliable child care information system, 1988 information was not available for some program and/or financial areas. In these instances, the best available data has been substituted and its source and year clearly identified. It has also been necessary to refer to different information sources in reporting on different program/funding areas. Because each source has its own limitations and particular problems, the numbers reported are not always consistent. To illustrate the problems involved: the Day Nurseries Information System (DNIS) has not consistently collected information about private home day care. In the past, because DNIS is connected with the licensing system, the number of subsidized children were not recorded during the first year of operation of a new program, thereby skewing the estimates of the number of subsidized spaces. Those acquainted with the struggles of developing an Ontario information system can also recount hilarious stories about the problems of defining what constitutes a "day care space".

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## Enrolment and operating capacity

### 1. Group care

As of October 31, 1988 the Day Nurseries Information System (DNIS) reported a total enrolment (total enrolment includes both full and part-day group programs or nursery schools) of 112,466 in group centre care. Table 3.1 illustrates the age distribution by region.

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Table 3.1

Age of Children Enrolled in Group Care By Ontario Region (1988)

Age Group	Central	S.E.	North	S.W.	Total	%
Infant	1,442	424	28	659	2,554	2.3
Toddler	4,326	1,383	375	2,550	8,634	7.7
Preschool	41,350	14,995	4,421	27,183	87,949	78.1
School-age	9,435	1,647	507	1,658	13,247	11.8
Over Ten	26	23	8	25	82	0.1
<b>Total</b>	<b>56,579</b>	<b>18,472</b>	<b>5,340</b>	<b>32,075</b>	<b>112,466</b>	<b>100.0</b>

Source: *Ontario. Ministry of Community and Social Services, Child Care Branch. (1988, November 28). Day Nurseries Information System, (request #A880083).*

Based on information from the Direct Operating Grant Data Base, February 19, 1988, there were 1,580 non-profit centre care programs and 801 commercial programs, for a total of 2,381 centre programs. (It should be noted that the DOG Data Base does not include the capacity of commercial programs that were licensed after December 1987; it does include closures of commercial programs during 1988. As a consequence, the total capacity of commercially-operated programs is under-estimated). Table 3.1a shows the operating capacity of those programs.

Table 3.1a

Operating Capacity of Day Care Centres/Nursery Schools By Auspices, 1988

Age Group	Non-Profit	Commercial	Total
Infant	1,344	1,148	2,492
Toddler	4,174	3,784	7,958
Pre-school	36,125	26,491	62,616
School-age	9,269	2,154	11,423
Handicapped	1,738	134	1,872
<b>Total</b>	<b>52,650 (61%)</b>	<b>33,711 (39%)</b>	<b>86,361(100%)</b>

Source: *Ontario. Ministry of Community and Social Services, Child Care Branch. (1988, February 19). Direct Operating Grants Data Base.*

## 2. Private home day care (PHDC)

A Survey of PHDC Services in Ontario, 1988 (Norpark Computer Design, Inc, 1989), reported that as of March 31, 1988 approximately 10,274 children were being cared for by about 4,371 providers; these providers were in turn being supervised by 78 licensed agencies. Table 3.2 provides information about 1988 enrolment in private home day care by auspices and Ontario region. The breakdown by age grouping of children served was as follows: 18% were infants, 15% toddlers, 29% preschoolers, 13% in kindergarten, 22% school-aged (over 6 years), and 3% over 10 years of age. Eighty percent of the children enroled were subsidized (pp. 9 & 55).

Table 3.2

Number of Children Enrolled in Private Home Day Care by Region and Type of Agency in 1988

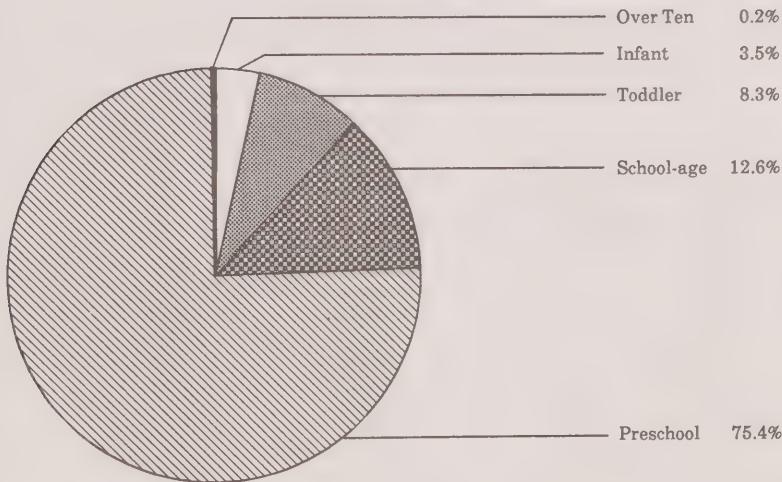
Region	Municipal	Non-Profit	For-Profit	Total
Central	1,657	2,172	557	4,386
S.E.	538	1,765	435	2,738
North	364	250	0	614
S.W.	2,140	396	0	2,536
<b>Total</b>	<b>4,699 (45.7%)</b>	<b>4,583 (44.6%)</b>	<b>992 (9.6%)</b>	<b>10,274 (100%)</b>

Source: *Norpark Computer Design, Inc. (1989). A Survey of Private Home Day Care Services in Ontario, 1988.* p. 13.

Figure 3.2 shows 1988 enrolment in both group and private home day care by age group.

Figure 3.2

Child Care Enrollment 1988: In Group and PHDC by Age



Sources: Based on data from Ontario. Ministry of Community and Social Services, Child Care Branch. (1988, November 28). Day Nurseries Information System (request #A880083), and Norpark Computer Design, Inc. (1989). *A Survey of Private Home Day Care Services in Ontario, 1988.* p. 15.

### 3. School-aged group care

In 1988 there were approximately 12,000 school-aged children in licensed child care facilities. With an increase of over 110% since 1986, school-aged care is the fastest growing area of day care in Ontario. School-aged care has greatly increased in the last decade and a half, from about 25 centres in 1975 to 750 in 1989. A further 6,000 spaces (an additional 250 centres) are expected to be included in newly built schools by 1994 (Mathien, 1989). In addition, a large but

unknown number of children receive partial after-school care in unlicensed after-school programs which offer a variety of hobby, sports, and other activities to children for 1 to 5 days a week.

#### 4. Junior and senior kindergarten

In September 1989:

- 2,502 schools provided junior kindergarten programs with a total enrolment of 86,283 children.
- 3,401 schools provided senior kindergarten with a total enrolment of 130,825, including 1,042 children in full-day, every-day programs.
- 2,841 schools provided both Junior Kindergarten (JK) and Senior Kindergarten (SK); 21 provided JK only and 920 SK only.
- 83% of boards offered JK and 94% SK (Ontario Select Committee on Education, 1990, June, p. 1).

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#### Distribution of group care

If the 1988 DNIS figures on enrolment in group care (Table 3.1, above) are compared with the numbers of children by Ontario region (0-9 years of age, 1986 Census), the per-child distribution of group care is as shown in Table 3.3 and Figure 3.3. The central region has the largest child population and child care enrolment and the highest distribution of group care in Ontario. Although the number of children in the southwest region is almost double that of the southeast, both regions have a comparable distribution of enrolment (7.4 and 7.3% respectively). The northern region has the smallest proportion of child population, but it also has a proportionately lower distribution of child care enrolment at 4.3%.

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Table 3.3

Per Child Distribution of Group Care

Region	Enrollment (1988)	Child Population 1986 (0-9 years)	Distribution %
Central	56,579	443,500	13.6
S.E.	18,472	251,895	7.3
North	5,340	124,115	4.3
S.W.	32,075	431,865	7.4
Total	112,466	1,251,375	(Average) 9.0

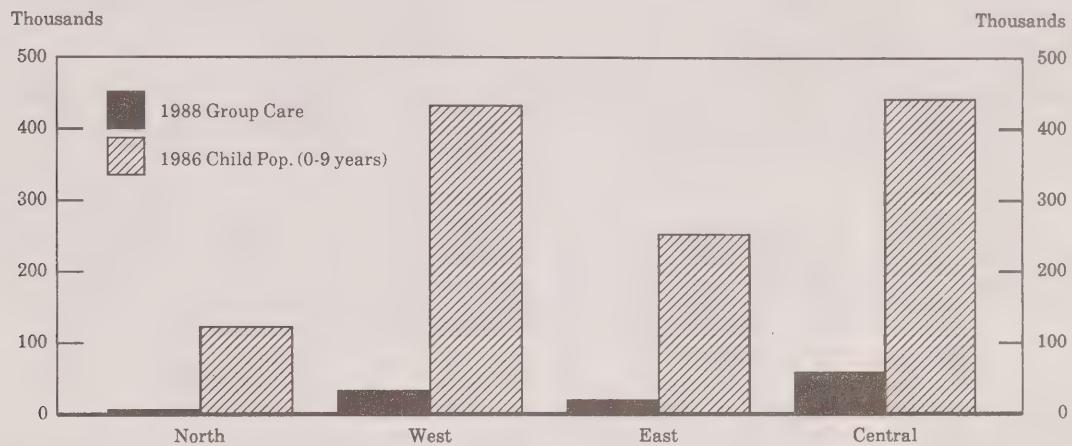
Sources: Based on data from Ontario. Ministry of Community and Social Services, Child Care Branch. (1988, November 28). Day Nurseries Information System (request #A880083) and Statistics Canada. (1987). The Nation: Age, Sex and Marital Status. (Cat. No. 93-101).

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**Figure 3.3**

**Per Child Distribution of Group Care**

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Sources: Based on data from Ontario. Ministry of Community and Social Services, Child Care Branch. (1988, November 28). Day Nurseries Information System (request #A880083), and Statistics Canada. (1987). The Nation: Age, Sex and Marital Status. (Cat. No. 93-101).

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#### Licensed programs by auspices

Ontario has a significant number of commercially operated programs. Information from the MCSS Direct Operating Grants (DOG) Data Base indicates that commercial programs currently constitute approximately 35.6% of licensed centre capacity, with non-profit (including municipal and Indian band) centres providing 64.4% of the total capacity (Ontario. Ministry of Community and Social Services, 1989, January 13). Table 3.4 compares the capacity of non-profit and commercial group care programs by age category of children enrolled.

**Table 3.4**

**Capacity of Non-profit and Commercial Centres, January 1989**

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Age Group	Non-profit/ Municipal	Commercial
Infant	1,632	1,123
Toddler	4,932	3,805
Preschool	39,759	25,641
School-age	11,463	2,145
Handicapped	1,667	99
<b>Total</b>	<b>59,453</b>	<b>32,813</b>

Source: Ontario. Ministry of Community and Social Services, Child Care Branch. (1989, January 13). Direct Operating Grants Data Base.

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### Other programs

In March 1990, municipalities operated 204 child care centres having a combined capacity of 9,517 and providing approximately 9% of the total centre-based spaces (Ontario. Ministry of Community and Social Services, 1990, May 17). Twenty-two municipalities also operate private home day care agencies and served about 4,700 children in 1988 (Table 3.2, above).

Indian bands operated 34 child care centres on reserves in 1990, providing approximately 1,057 spaces. (Ontario. Ministry of Community and Social Service, 1990, May 17, p.3).

For a number of years MCSS has provided funding to support the development of employer-supported child care centres. In September 1988 a survey of MCSS field offices reported 63 employer-supported centres in the province. They were sponsored by hospitals, various levels of government, universities and community colleges, school boards, private businesses, and non-profit community agencies (Ontario. Ministry of Community and Social Services, 1990, April).

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### Child care resource services

Beginning in 1980/1981, the Day Care Initiatives Program and subsequent Child Care Initiatives were introduced to "stimulate the development of support services to enhance the quality of informal child care" arrangements.

Child care support services and, in particular, child care resource centres are the terms that government has used to define the groups that provide a fairly wide range of services that have sprung up to support unsupervised caregivers and parents who use informal arrangements. (Terminology in this area is problematic; many of these services identify themselves as family resource services--the distinction being that they provide support to parents as well as children). In practice, these services have also been widely used by non-working parents.

In July 1987 the MCSS *Survey of Child Care Support Services* (Doherty Social Planning Consultants, 1987) reported on 115 programs which provided about 15 different (but related) kinds of services. The most frequently reported program components were workshops and discussion groups (88%), followed by play groups/drop-ins with parent or caregiver in attendance (75%), and toy libraries (58%). In addition, 37% provided community linkage and outreach services, 35% provided information about child care, 20% provided parent relief, 19% conducted home visits, and 16% offered a food and clothing depot (Doherty Social Planning Consultants, 1987, p. 8).

At that time resource services were distributed as follows: 41 in the central region, 23 in the east, 31 in the west, and 20 in the north. (Doherty, 1987, p. 4) Fifty-nine per cent serve rural communities (p. 61). The survey found that among the 109 participating programs the annual operating cost (1985-86) ranged from a low of \$8,700 to a high of \$325,368, for an average of \$56,527. Just over 72% of their funding came from the Child Care Incentive Fund (p. 67).

Although the exact number of child care resource services in Ontario is not known, Toy Libraries and Resource Centre (TLRC) Canada listed 270 Ontario members in 1988 (Kyle, 1991, p. 71). In addition to those programs supported by MCSS funding, a number of toy libraries are supported by public libraries; in some localities, boards of education also sponsor family (resource) centres.

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### Flexible models of service

*New Directions* provided funds to support the development of "flexible" models of child care services with the objective of beginning to address some of the unmet and more irregular child care needs of families, such as shiftwork and emergency care, care for sick children, care for children in rural and isolated communities, and help for children with special needs who were integrated into regular programs. In the ministry's *Year-Two Report* (1988-89), four rural projects were continuing to receive support, and 11 agencies had received funding to develop proposals for flexible care pilot projects, five of which had already started (Ontario. Ministry of Community and Social Services, 1990, April, p. 6).

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### Francophone services

In addition to providing grants to 36 projects for francophone populations, MCSS has funded a major 2-year community development project to assist francophone areas to identify their child care service needs (Ontario. Ministry of Community and Social Services, 1990, April).

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### Public education

A parent information poster providing parents with information about the results of the annual licensing inspection was tested and subsequently introduced into all licensed child care facilities. It is hoped that the poster will create a heightened awareness of child care standards and help parents better assess their centre's compliance with the *Day Nurseries Act*. A series of videos, to be broadcast on TV Ontario, is being developed to provide parents with information about the types of child care available and how to choose quality arrangements. The ministry continued to publish its newsletter *Child Care Directions* and also distributed a number of smaller publications such as *The Child Care Guide for Home Caregivers*. The ministry is also developing a training program and information kit concerning multiculturalism in child care settings. Efforts to improve information systems for tracking and monitoring the wide range of child care programs have continued (Ontario. Ministry of Community and Social Services, 1990, April).

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### Research

In 1988/89 MCSS provided \$326,698 to support surveys and research studies related to policy and program development projects such as the school-age research study. Funds were also provided to enhance the Ontario sample size for the National Child Care Survey. The ministry continued its support for the Child Care Resource and Research Unit at the University of Toronto (Ontario. Ministry of Community and Social Services, 1990, April).

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## Funding of Child Care Services

### Fee subsidies

The payment of fees for child care services is assumed to be the responsibility of parents; fee subsidies may be provided when families are able to demonstrate financial need through the use of a "needs test". The needs test is a detailed method of determining the amount of family income that government considers available for contribution towards the cost of child care. In addition to determining the total family income, the test takes account of a variety of monthly family expenditures. The total *allowed* monthly expenditure is subtracted from the total monthly net income to arrive at the amount determined

to be available for expenditure on child care. In most instances, the needs test is administered by the municipality, which can set maximum amounts on allowable expenditures and thereby control the level of subsidy available in their local area.

The provincial government provides 30% of the cost of fee subsidies that are administered by municipalities and Indian bands, either in their own directly operated programs or through purchase of service agreements with licensed child care programs (both group centres and private home day care agencies). In circumstances where an Indian band or municipality is unwilling or unable to share in the cost of subsidies, a licensed program may apply to the province to become an "approved corporation" under Section 6 of the *Day Nurseries Act*. These "approved corporations" are eligible to receive 80% of the cost of providing subsidies to families in need; they are responsible for raising the remaining 20%.

In 1988 the Child Care Branch estimated the average (mean) net income levels for determining eligibility for full or partial child care subsidy at \$12,069 for a single-parent family with one child and \$20,235 for a two-parent family with two children. In 1988-89 an estimated 45,000 spaces out of a total of 119,744 or about 38% were subsidized (Ontario. Ministry of Community and Social Services, 1990, May 17, p. 6).

Funding for child care programs serving "physically and developmentally handicapped" children is provided under the *Day Nurseries Act*. The province provides 87% of the operating cost of approved programs for handicapped children under 5 years of age and 100% of the net cost of programs for children 5 years and over. Families of children with handicapping conditions are not required to be needs-tested. Under the *Day Nurseries Act* a "handicapped child" is narrowly defined as:

...a child who has a physical or mental impairment that is likely to continue for a prolonged period of time and who as a result thereof is limited in activities pertaining to normal living as verified by objective psychological or medical findings and includes a child with a developmental handicap (Ontario, 1988, Section 1(f), p. 41).

This definition limits the number of children with special needs who can take advantage of these more specialized resources and programs.

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#### Average fees

Using 1988 information, the Child Care Branch estimated the following annual fees for centres:

Infants	\$7,188.64
Pre-schoolers	\$5,361.36
School-aged children	\$4,181.66

(Ontario. Ministry of Community and Social Services, May 17, 1990, p.7)

For private home day care, the 1988 *Survey of Private Home Day Care* reported the following daily rates paid by parents, based on a sample of various agency types.

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Table 3.5

## Private Home Day Care Daily Rates to Parents, 1988

		Municipal (N=13)	Non-Profit (N=25)	Commercial (N=7)
		\$	\$	\$
Full-Day	(Range) (Average)	11.25-16.75 14.34	15.00-22.50 18.27	15.00-24.00 21.00
Part-Day	(Range) (Average)	6.25-11.75 8.78	7.02-18.67 12.40	9.75-17.25 14.36

Source: *Norpark Computer Design, Inc. (1989). A Survey of Private Home Day Care Services in Ontario, 1988.* (Table 3.35), p. 48.

Based on a 260-day child care year, average annual fees for private home day care would be approximately \$4,645 for full-day care and approximately \$3,080 for part-day care. Even though families may be eligible for full subsidy according to the needs test, many municipalities charge a "minimum user fee" which averaged about \$1.00/child/day in 1988 (Ontario. Ministry of Community and Social Services, 1990, May 17, p. 6).

Although various levels of government contribute to the support of child care in Ontario, it should be noted that, at present, Ontario parents pay the largest share of child care fees. The National Council of Welfare reported that in 1987 only 10% of the children eligible for either full or partial fee subsidy in Ontario received it (National Council of Welfare, 1988, p. 11). Further, in 1987/88 MCSS estimated that out of a total of 92,531 licensed spaces, approximately 37,000 or about 40% were subsidized (Ontario. Ministry of Community and Social Services, 1989, December, p. 6). This suggests that parents were paying 60% of all child care fees (before child care tax deductions).

### Grants

*New Directions* established the Child Care Program Development Fund to expand and enhance the supply of licensed non-profit child care services through a variety of grants and to provide continuing funding for child care resource centres. The grants available include the following (Ontario. Ministry of Community and Social Services, 1989, December, p. 3):

1. **Capital Assistance Grants** are one-time grants to assist with capital costs. They are available to new, non-profit centres to off-set the costs of meeting the licensing requirements and of purchasing toys and equipment, and to existing non-profit centres to enable them to expand their licensed capacity. The child care centre is usually responsible for raising 20% of the approved costs; MCSS provides the remaining 80%. Municipalities, Indian bands, and "approved corporations" may also apply to MCSS for approval of capital grants under the *Day Nurseries Act*. These grants are usually cost-shared on a 50/50 basis with the proposing agency.
2. **Operational Start-up Assistance Grants** are one-time grants to assist newly licensed, non-profit services in attaining financial stability. Private home day care services are also eligible for assistance to support a portion of approved program and administrative costs.
3. **Ongoing Operating Grants** provide ongoing financial assistance to develop and maintain child care resource centres.

4. **Direct Operating Grants** are annual grants or program subsidies which are available to both licensed group and private home day care services. The amount of the direct grant is determined by a formula that takes into consideration the ages of the children served, program duration, and the size of the service. All non-profit child care services are eligible for the grant; commercial programs existing before December 1987 are also eligible for 50% of the grants. The grants were originally intended to improve staff salaries and benefits and to assist services to remain financially viable as costs increased; on the whole, they have been able to achieve only the first goal.

#### **Expenditure on child care services, 1978-87**

The following table summarizes the total expenditures for child care services in Ontario from 1978 to 1987, the child care portion of the ministry budget, and the change in expenditure calculated in constant dollars.

**Table 3.6**

**Expenditure on Child Care, 1978-87**

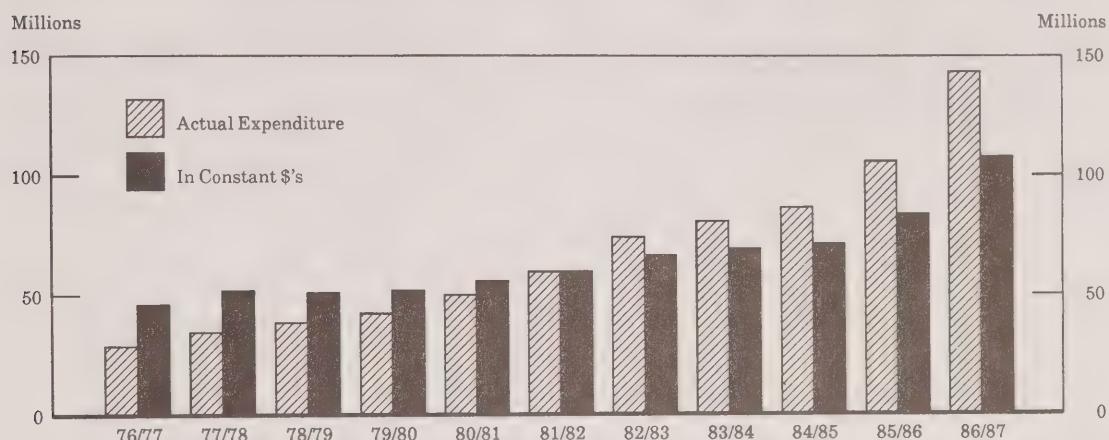
Year	Day Care \$ (in Millions)	Day Care As a % of:			Day Care Expenditure In Constant \$'s (1981 = 100)	% Change
		MCSS Expenditure	Government Expenditure	Total		
78/79	38	3.1	0.247	51,420,838	-0.2	
79/80	42	3.1	0.250	52,044,609	1.2	
80/81	50	3.3	0.271	56,242,969	8.1	
81/82	60	3.4	0.283	60,000,000	6.7	
82/83	74	3.5	0.305	66,787,003	11.3	
83/84	81	3.4	0.305	69,112,627	3.5	
84/85	87	3.3	0.303	71,136,549	2.9	
85/86	106	3.7	0.319	83,333,833	17.1	
86/87	143	4.7	0.411	108,006,042	29.6	

Sources: Based on data from Ontario. Select Committee on Health. (1987). *Special Report: Future Directions for Child Care in Ontario*, p. 57, and Maslove, A.M. (1991). How Queen's Park Spends. In L.C. Johnson & D. Barnhorst, (Eds.). *Children, Families and Public Policy in the 90s*. (Table 1-3), p. 10.

Although the dollar amounts committed to child care steadily increased from 1978 to 1987, until 1986-87 they remained fairly constantly in the 3% range of total ministry expenditure and in the 0.3% range of total government expenditure.

Figure 3.4

Child Care Expenditure: 1976-1987



Sources: Based on data from Ontario. Select Committee on Health. (1987). *Special Report: Future Directions for Child Care in Ontario.* (Table 7), p. 57 and Maslove, A.M. (1991). How Queen's Park Spends. In L.C. Johnson & D. Barnhorst, (Eds.). *Children, Families and Public Policy in the 90s.* (Table 1-3), p. 10.

## Child Care Staff

### Qualifications

Ontario has had a long-standing tradition which has taken the position that the quality of care provided to children is directly associated with the kind and amount of staff training and experience. The *Day Nurseries Act* has supported this approach by specifically setting out the qualifications for various child care positions.

Under the Act, a supervisor is a person who holds:

- i. a diploma in early childhood education from an Ontario College of Applied Arts and Technology, or
- ii. an academic qualification that a Director considers equivalent to a diploma...; and

has at least two years of experience working in a day nursery with children who are at the same age and developmental levels as the children in the day nursery where the supervisor is to be employed; and is approved by a Director or is in the opinion of a Director capable of planning and directing the program of a day nursery, being in charge of children and overseeing staff (Ontario, 1988, Section 58, p. 53).

(Note: Approval of a Director means that senior ministry official must approve an appointment).

The Act also requires at least one trained child care centre staff member for each group of children in care. Staff must hold the same academic qualifications as supervisors but are not required to have had prior experience.

Integrated child care programs must employ one resource teacher to plan and direct individual and small group training for every four handicapped children enroled. A resource teacher is a person who holds:

- i. a diploma in early childhood education from an Ontario College of Applied Arts and Technology, or
- ii. an academic qualification that a Director considers equivalent to a diploma...; and

has completed a post-secondary program of studies approved by a Director that is both theoretical and practical and that relates to the needs of handicapped children; and if working with multi-handicapped children, has a current standard Red Cross or standard St. John's Ambulance certificate in first-aid,

or is in the opinion of a Director, capable of planning and directing individual and small group training for handicapped children (Ontario, 1988, Section 60, p. 53).

Private home day care agencies must employ at least one full-time home visitor for every 25 family day care homes. A home visitor is a person who:

- a. has completed a post-secondary program of studies, approved by a Director, in child development and family studies;
- b. has at least two years of experience working with children who are at the same age and developmental levels as the children enroled with the private-home day care agency where the person is to be employed; and
- c. is approved by a Director, or is in the opinion of a Director, capable of providing support and supervision in a location where private-home day care is being provided (Ontario, 1988, Section 61, p. 53).

In addition, every centre serving handicapped children and every agency providing private home day care are required to have "written policies and procedures with respect to staff training and development of all employees as well as for home day care providers" (Ontario, 1988, Section 63, p. 53).

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### **Education and training**

The following training programs are available for supervisors and program staff in Ontario:

- Post-degree, Diploma program: Institute of Child Study, Faculty of Education, University of Toronto
- B.Sc. in Child Studies: Brock University, University of Guelph
- B.A.A. in Early Childhood Education: Ryerson Polytechnical Institute
- B.A. Psychology and Early Childhood Education: University of Waterloo
- Early Childhood Education diploma: from an Ontario College of Applied Arts and Technology (usually 2 years), or after 1978 from Canadian Mothercraft Society (1 year).

ECE diploma courses usually require 2 years of post-secondary study; B.A. or B.Sc. programs 3 to 4 years. In 1988, 27 2-year post-secondary programs offered ECE diplomas, including three bilingual programs and two unilingual French programs. A number of Ontario colleges and universities offer post-diploma courses by correspondence or on a part-time basis on more specialized topics such as supervision, administration, infant and toddler care, and private home day care. The quota on the number of students being trained has also increased from 1,540 in 1986 to 2,458 in 1988, an increase of 60% (Ontario. Ministry of Community and Social Services, April 1990).

In addition to basic training in early childhood education, resource teachers are required to have additional training in a program that relates to the needs of the children they care for. The following programs have been recognized as providing the necessary theoretical and practical knowledge base:

- ECE Diploma for the Developmentally Handicapped.
- ECE Resource Teacher Certificate.
- Certificate from a correspondence course, Program in Developmental Disabilities.
- Mental Retardation Counsellor Diploma.
- Child Care Worker Diploma.
- B.A.A. in ECE from Ryerson Polytechnical Institute

In 1988, 12 colleges offered a post-diploma program to train ECE resource teachers to work as consultants for programs serving children with special needs (Ontario. Ministry of Community and Social Services, April 1990, p. 2B).

The Association for Early Childhood Education, Ontario (AECEO), a professional association of early childhood educators, offers a certification program. It requires an additional year of post-diploma study and supervision by an AECEO-approved accreditor. Application for certification is made directly to AECEO. The association is also responsible for assessing graduates from out-of-province programs to determine whether their education and training can be granted equivalency under the terms of the *Day Nurseries Act*.

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#### Number of caregivers

The MCSS has reported 10,845 trained and 3,041 untrained child care staff in 1988 (Ontario. Ministry of Community and Social Services, 1989, p. 7). Information about staffing from the Direct Operating Grant Database for February 19, 1988 is as follows:

Staff	Non-profit	Commercial	Total
Centres (F.T.E.)	6,717	4,708	11,425
PHDC* (F.T.) Home visitors	230	13	243
PHDC* (P.T.) Home visitors	128	7	135
PHDC* providers	4,435	282	4,717

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\*Private Home Day Care

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### Salaries

The Ontario Coalition for Better Child Care reports that the average weekly day care wage in Ontario in 1988 (including the direct grant payment) was \$325. The average industrial wage was \$687, more than double the day care wage. The average annual salary for centre staff in 1989 was \$16,853. Staff in commercially operated centres earn 23% less than those in non-profit centres and 43% less than staff in municipal directly operated centres (Ontario Coalition for Better Child Care, February 1990: Statistics, p. 8).

Initial results from the survey examining the impact of the Direct Operating Grant found that in 1988 the average increase in salaries and benefits for full-time staff was \$3,441 in non-profit programs, \$3,230 in municipal programs, and \$1,566 in commercial programs, for an annualized cost of \$62.6 million (Ontario Ministry of Community and Social Services, April 1990, p. 2).

Although Ontario passed the *Pay Equity Act* in 1987 in an effort to remove gender-bias from pay practices and create equality in the workplace, to date most child care programs have not been able to benefit from the Act. Because the majority of child care workers are female, most programs do not include any male job classes for comparison purposes as required in the legislation (Ontario Coalition for Better Child Care, 1990: Pay Equity, p.1).

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### Child Care Associations

In Ontario a number of different groups represent various concerns and interest areas in early childhood education. Appendix B lists nine of these organizations.

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## Appendix A

### GLOSSARY OF DEFINITIONS

#### Licensed Core Care Services

1. **Centre-based group care** is care offered by programs that provide "temporary care and guidance" for more than five unrelated children under 10 years of age (except for developmentally handicapped children, who can receive care up to age 18). Centre care includes both full-day programs (historically known as day nurseries) and part-day and part-time programs, often called nursery schools. There are also a number of "segregated" and "integrated" programs which serve children with handicapping conditions; these programs must meet more extensive regulatory requirements.
2. **Private home day care** is temporary care for five or fewer children under 10 years of age provided in a private residence by a caregiver supervised by a licensed agency.

Group and private home day care programs serve children of different ages; both group size and staff/child ratios vary according to the age of the child (see Table 3.7).

Table 3.7

Centre-based group care: staff-child ratios/group size

Age of child	Ratio of Employees to Children	Maximum No. of Children/Group
<b>For non-handicapped children</b>		
Under 18 months	3 to 10	10
18-30 months (inclusive)	1 to 5	15
31 months to 5 years (inclusive)	1 to 8	16
5-6 years	1 to 12	24
6 to 12 years	1 to 15	30
<b>For handicapped children</b>		
2 years and over, but less than 6 years of age	1 to 4	4
6 years and over, to 18 years of age (inclusive)	1 to 3	3

Source: Ontario. (1980). *Day nurseries act. Revised Statutes of Ontario, 1980, Chapter 111 and Ontario Regulation 760/83 as amended to O. Reg. 143/88. Schedules 3 & 4, p. 60.*

The basic ratio for supervised private home day care is one caregiver to five children, with additional limitations depending on the constellation of ages of children in the group. The day care provider's own children under age 6 must also be counted in determining the allowable age mix of children. At any one time there can be in attendance not more than:

- two handicapped children (any age).
- two children under 2 years of age.

- three children under 3 years of age.
- one handicapped child and one child under age 2.
- one handicapped child and two children over 2 years of age but under age 3.

Day care providers who provide care for school-aged children (aged 6 years and over) may have five children in a private home setting (Ontario. Ministry of Community and Social Services, 1989, December, p. 2).

Age categories in Ontario are based on definitions set out in the *Day Nurseries Act* (Ontario, 1988); infants are defined as children under 18 months, toddlers as children from 18 to 30 months, preschoolers as children aged 30 months up to 5 years, and school-aged as children aged 6 to 12 years. There is also a separate ratio for children aged 5 to 6 years; depending on the setting they may be either preschoolers or school-aged children. [Funding for children who do not have special needs is only available for children up to ten years of age. Children with recognized special needs (developmental and physical handicaps) can be funded up to age 18]. Attention is also given to group size, based on an understanding of research which suggests that "smaller groups facilitate constructive caregiver behaviour and positive developmental outcomes for children" (Phillips & Howes, 1987, p. 6).

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### Alternative/Supplemental Care Types

1. **Home day care providers** (usually referred to as informal caregivers) who are not affiliated with an agency are not licensed or expected to meet any requirements beyond that of caring for fewer than six children. The term "childminding" is not used in Ontario. In some communities child care resource centres offer a number of programs such as child care registries, toy libraries, drop-in centres, etc. which provide support and service to informal caregivers.
2. **Public kindergarten programs** generally serve children five years of age, and junior kindergarten programs serve children from 3 years, 8 months up to 5 years old, providing them with "early primary education." Under the *Education Act*, 1980, junior kindergarten, kindergarten, and Grade 1-3 programs are all part of the Primary Division of the Ministry of Education (Ontario. Ministry of Education, 1985, May, p. 3). Kindergarten programs have traditionally been scheduled somewhat more flexibly than regular grade programs and have generally been offered on a half-day basis. However, in some rural areas boards have scheduled classes on a different basis, with full-day attendance on alternate days in order to reduce transportation costs. Junior kindergarten programs were originally established in the larger urban areas "to provide compensatory education for disadvantaged populations (i.e., children of low-income, immigrant, inner-city and multi-problem families)" (Ontario. Ministry of Education, 1985, May, p. 37).
3. **Private kindergartens** are usually part-day programs operated by private schools for children aged 4 and 5. These programs operate completely independently and do not fall under the regulations of the Ministry of Education or the Day Nurseries Act.
4. **Family group day care** has been tried (with limited success) only on an experimental basis in Ontario.

5. **Recreation programs** provide supervised activities for children of varying ages (depending on the community and the sponsoring agency) before or after school and/or during school holidays. They are offered by groups such as YW and YMCAs, municipal recreation departments, settlement houses, boys and girls clubs, libraries, and church groups.

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### Excluded Care Types

As defined in the *Day Nurseries Act*, care that is excluded from licensing requirements includes the following:

- i. part of a public school, separate school, private school or a school for trainable retarded children under the Education Act, or
- ii. a place that is used for a program of recreation and that is supervised by a municipal recreation director who holds a certificate issued pursuant to section 10 of the Ministry of Culture and Recreation Act (Ontario, 1988, Section 1d (iii & iv).

Also exempt from MCSS licensing are programs where parents remain on the premises themselves and care for their own children or are readily available to provide such care (e.g., play groups, drop-in centre programs) and "Section K" hospitals, which receive children for the purposes of medical care and not care and guidance and are therefore not "day nurseries." Experimental or demonstration programs may get approval to operate through an Order-in-Council, which is a time-limited exemption from regulation.

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## APPENDIX B

### ONTARIO ASSOCIATIONS, PROVINCIAL CHILD CARE ORGANIZATIONS

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Association of Day Care Operators of Ontario (Commercial operators)

Association for Early Childhood Education, Ontario

CAAT Committee (Members are coordinators from ECE programs offered by Colleges of Applied Arts and Technology)

Committee of Councils of Parent Participation Schools in Ontario (PCPC)

The Early Childhood Resource Teacher Network

Ontario Coalition for Better Child Care

Ontario Division, Toy Libraries and Resource Centres (TLRC, Ontario)

Ontario Municipal Social Services Association--Day Care Committee

Private Home Day Care Association of Ontario.

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## Chapter 4

### AN OVERVIEW OF NATIONAL CHILD CARE SURVEY DATA FOR ONTARIO

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#### Introduction

As noted in the introduction of the CNCCS Provincial-Territorial series, *Canadian Child Care in Context: Perspectives from the Provinces and Territories*, parent survey data were collected in each of the provinces in the fall of 1988. The sampling methodology employed was that of the on-going Statistics Canada Labour Force Survey (LFS) which routinely collects data in each of the provinces, but not in either territory. In order to create a large enough sample in each of the provinces to make certain reliable statements regarding child care usage for the total population (population estimates) the standard monthly LFS sample was augmented with additional rotation groups to create an appropriate sample size for the purposes of the Canadian National Child Care Study (see the *CNCCS Introductory Report*, Lero, Pence, Shields, Brockman, & Goelman, 1992 for additional information on the methodology of the study).

This chapter, which is based on data collected for the Canadian National Child Care Study, (CNCCS), will provide information on families and children in Ontario, with some national perspectives as well. The information is presented in three sections which approximately correspond to three CNCCS Survey analysis sites:

- I. *Family composition and characteristics* data were developed at the University of Manitoba under the direction of Dr. Lois Brockman, principal investigator, and Ms. Ronald Abraham, analyst.
- II. *Parents and work* data were developed at the University of Guelph under the direction of Dr. Donna Lero, principal investigator and project director, and Dr. Sandra Nuttall, senior data analyst.
- III. *Child care* data were developed at the University of British Columbia under the direction of Dr. Hillel Goelman, University of British Columbia, principal investigator, and Dr. Alan Pence, University of Victoria, principal investigator and project co-director. Senior analysts at University of British Columbia were Dr. Jonathan Berkowitz and Dr. Ned Glick.

In reading the following information it should be understood that the data represent a "snapshot" of Canadian life, the experiences of one week in the lives of interviewed families. But from this one week a composite picture of Canadian families and their child care experiences can be constructed. The sample size of 24,155 interviewed families with 42,131 children 0-12 years of age is sufficiently large to generate precise population estimates for the whole of the country and for each of the provinces. The sample represents 2,724,300 families nation-wide with 4,658,500 children under the age of 13 years.

The data presented in the following sections are fundamentally of two forms: 1) numbers of families, and 2) numbers of children in those families. (Please note that in reviewing the Chapter 4 tables, numbers have been rounded and therefore totals and percentages may not reconcile.) This report uses age breakdowns similar to those utilized in the *Status of Day Care in Canada* reports (1972 - present) published annually by Health and Welfare Canada: 0-17 months, 18-35 months, 3-5 years, 6-9 years, 10-12 years. A glossary of terms used in this chapter is provided in the Appendices to the volume.

The survey data presented in this chapter should be read in the social, historical and legislative context provided in the other chapters of the Ontario Report. As noted earlier, each of the three sections, while focusing primarily on provincial data, will provide a brief overview of Canadian data as well, generally at the beginning of each section.

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## I. Family Composition and Characteristics

### Family Structure and Employment Status

#### 1. Canada

In the fall of 1988 there were 2,724,300 families with children 0-12 years of age living in Canada. Of these, 2,324,800 (85.3%) were two-parent families and the remaining 399,500 (14.7%) were one-parent families. Family status figures for Canada by one and two-parent configuration, employment status, and number of children 0-12 years of age are shown in Table 4.1.

Both parents were employed in 1,341,500 (57.7%) of two-parent families, one parent was employed in 895,900 (38.5%) of these families, and neither parent was employed in 87,400 (3.8%) of the two-parent families. In one-parent families, the parent was employed in 217,900 (54.5%) of cases; the remaining 181,600 (45.5%) parents from one-parent families were not employed. (See glossary for definitions of terms used by the CNCCS).

Table 4.1

Family Structure and Employment Status of Parents by Number of Children 0-12 Years of Age in Canada

	Number of Children 0-12 Years of Age in Family			
	1	2	3 or more	Total
Two-parent families	1,007,700	971,300	345,800	2,324,800
Both parents employed	618,100	560,200	163,200	1,341,500
One parent employed	349,300	379,100	167,600	895,900
Neither parent employed	40,300	32,100	15,000	87,400
One-parent families	253,400	114,100	32,000	399,500
Parent employed	149,800	56,400	11,800	217,900
Parent not employed	103,600	57,800	20,300	181,600
All families	1,261,100	1,085,500	377,800	2,724,300

The 2,724,300 Canadian families included 4,658,500 children 0-12 years of age. Of these children, 2,164,800 (46.5%) were 0-5 years of age and 2,493,700 (53.5%) were 6-12 years of age. A detailed description of the distribution of children in one and two-parent families, by age grouping, is shown in Table 4.2.

Of the total number of children 0-12 years of age living in Canada, during the reference week, 4,071,600 (87.4%) lived in two-parent families and 586,900 (12.6%) lived in one-parent families.

**Table 4.2**

**Number and Percentage of Children by Age Groups, in One And Two-Parent Families in Canada**

		Two-Parent Families	One-Parent Families	Total Number of Children
0-17 months	No.	509,500	49,600	559,100
	%	91.1	8.9	100.0
18-35 months	No.	476,600	55,300	531,900
	%	89.6	10.4	100.0
3-5 years	No.	939,900	133,900	1,073,800
	%	87.5	12.5	100.0
6-9 years	No.	1,238,700	198,100	1,436,800
	%	86.2	13.8	100.0
10-12 years	No.	906,900	150,000	1,056,900
	%	85.8	14.2	100.0
Total	No.	4,071,600	586,900	4,658,500
	%	87.4	12.6	100.0

Almost half (49.5%) of children 0-12 years of age lived in families in which both parents (in a two-parent family) or the single parent (in a one-parent family) were employed either full-time or part-time. The number of children in each age group with employed parents is presented in Table 4.3. More than one third (34.0%) of children 0-17 months of age lived in families in which both parents, or the one parent (in one-parent families), were employed full-time or part-time. This percentage increased to 58.1% for children 10-12 years of age.

Table 4.3

**Number and Percentage of Children, by Age Groups, and by the Employment Status of Parents in Canada**

		Parent(s) employed full-time <sup>1</sup>	Parent(s) employed part-time <sup>1</sup>	One parent p/t and one parent f/t	One parent f/t and one parent not employed	One parent p/t and one parent not employed	Parent(s) not employed <sup>1</sup>	Total
0-17 months	No.	103,500	11,800	75,200	260,500	25,300	82,700	559,000
	%	18.5	2.1	13.5	46.6	4.5	14.8	100.0
18-35 months	No.	131,300	13,600	85,500	212,600	20,000	68,800	531,900
	%	24.7	2.6	16.1	40.0	3.8	12.9	100.0
3-5 years	No.	279,300	30,300	195,100	393,900	41,000	134,200	1,073,900
	%	26.0	2.8	18.2	36.7	3.8	12.5	100.0
6-9 years	No.	439,500	43,200	282,600	462,700	46,300	162,500	1,436,800
	%	30.6	3.0	19.7	32.2	3.2	11.3	100.0
10-12 years	No.	383,900	34,100	196,700	302,400	28,900	111,000	1,056,900
	%	36.3	3.2	18.6	28.6	2.7	10.5	100.0
<b>Total</b>	<b>No.</b>	<b>1,337,500</b>	<b>133,000</b>	<b>835,100</b>	<b>1,632,100</b>	<b>161,500</b>	<b>559,200</b>	<b>4,658,500</b>
	%	28.7	2.9	17.9	35.0	3.5	12.0	100.0

<sup>1</sup> Columns one, two and six refer to two-parent families where both parents fit the employment description, and to one-parent families where the single parent fits the employment description. (Columns three, four and five refer only to two-parent families.)

## 2. Ontario

There were 978,700 families with children 0-12 years of age living in Ontario. Of these, 842,200 (86.1%) were two-parent families and 136,500 (13.9%) were one-parent families.

Both parents were employed in 542,300 (64.4%) of the two-parent families, one parent was employed in 287,300 (34.1%) of the two-parent families; and neither parent was employed in 12,500 (1.5%) of two-parent families. In one-parent families, the parent was employed in 82,200 (60.2%) of cases. The remaining 54,400 (39.8%) of parents from one-parent families were not employed.

Table 4.4

**Family Structure and Employment Status of Parents by Number of Children 0-12 Years of Age in Ontario**

	Number of Children 0-12 Years of Age in Family			
	1	2	3 or more	Total
<b>Two-parent families</b>	<b>372,000</b>	<b>346,500</b>	<b>123,700</b>	<b>842,200</b>
Both parents employed	257,900	219,800	64,700	542,300
One parent employed	108,700	122,200	56,500	287,300
Neither parent employed	...	...	...	12,500
<b>One-parent families</b>	<b>90,300</b>	<b>35,800</b>	<b>10,400</b>	<b>136,500</b>
Parent employed	59,600	19,100	...	82,200
Parent not employed	30,800	16,700	6,900	54,400
<b>All families</b>	<b>462,300</b>	<b>382,300</b>	<b>134,100</b>	<b>978,700</b>

Table 4.5 indicates that a higher proportion of two-parent families than one-parent families living in Ontario had two or more children 0-12 years of age. Conversely, a higher proportion of one-parent families than two-parent families had only one child 0-12 years of age. Relatively few, both one-parent (7.6%) and two-parent (14.7%) families, had three or more children 0-12 years of age.

**Table 4.5**

**Number of One and Two-Parent Families with Children 0-12 Years of Age in Ontario**

	No.	Number of Children 0-12 Years of Age in Family			Total
		1	2	3 or more	
Number of two-parent families	No.	372,000	346,500	123,700	842,200
	%	44.2	41.1	14.7	100.0
Number of one-parent families	No.	90,300	35,800	10,400q	136,500
	%	66.2	26.2	7.6	100.0
<b>Total</b>	<b>No.</b>	<b>462,300</b>	<b>382,300</b>	<b>134,100</b>	<b>978,700</b>
	<b>%</b>	<b>47.2</b>	<b>39.1</b>	<b>13.7</b>	<b>100.0</b>

The 978,700 families in Ontario included a total of 1,661,200 children 0-12 years of age. The distribution of these children by age group and by family type is shown in Table 4.6. Of the 1,661,200 children 0-12 years of age, 1,465,000 (88.2%) lived in two-parent families and 196,200 (11.8%) lived in one-parent families. Almost half, 48.1%, of children in two-parent families were 0-5 years of age. By comparison, 43.0% of children from one-parent families were 0-5 years of age.

**Table 4.6**

**Number and Percentage of Children by Age Groups, in One and Two-Parent Families in Ontario**

		Two-parent families	One-parent families	Total number of children
0-17 months	No.	188,500	16,400	205,000
	%	92.0	8.0	100.0
18-35 months	No.	179,800	17,600	197,500
	%	91.1	8.9	100.0
3-5 years	No.	336,700	50,400	387,100
	%	87.0	13.0	100.0
6-9 years	No.	438,000	63,800	501,800
	%	85.4	14.6	100.0
10-12 years	No.	322,000	47,900	369,900
	%	87.1	12.9	100.0
<b>Total</b>	<b>No.</b>	<b>1,465,000</b>	<b>196,200</b>	<b>1,661,200</b>
	<b>%</b>	<b>88.2</b>	<b>11.8</b>	<b>100.0</b>

### Urban and Rural Families

The CNCCS Survey collected information on the location of families and children within each of the provinces. Regions of each province were described on the basis of population size and density. A rural area was defined as a territory lying outside urban centres and with populations of less than 15,000. Urban centres were classified as either "large urban centres" with populations of 100,000 or greater, or as "mid-sized urban centres" with populations ranging from 15,000 to 99,999.

More than two thirds (67.1%) of families in Ontario with children 0-12 years of age lived in larger urban centres. Approximately one-fifth (21.8%) of families with children 0-12 years of age lived in rural regions, and the remaining 11.0% lived in mid-sized urban centres. Table 4.7A presents Ontario data while Table 4.7B represents comparable data on Canada.

**Table 4.7A**

#### Number and Percentage of Families, by Numbers of Children 0-12 Years of Age in the Family, Living In Rural and Urban Ontario

Number of families in:	Number of Children 0-12 Years of Age in Family				Total
	1	2	3 or more		
Large urban centres (100,000 and more)	No. %	327,500 49.9	248,100 37.8	81,400 12.3	657,000 100.0
Mid-size urban centres (15,000-99,999)	No. %	50,200 46.4	41,500 38.4	16,400 15.2	108,200 100.0
Rural areas (less than 15,000)	No. %	84,600 39.6	92,700 43.4	36,300 17.0	213,600 100.0
Total	No. %	462,300 47.2	382,300 39.1	134,100 13.7	978,700 100.0

**Table 4.7B**

#### Number and Percentage of Families, by Numbers of Children 0-12 Years of Age in the Family, Living in Rural and Urban Canada

Number of families in:	Number of Children 0-12 Years of Age in Family				Total
	1	2	3 or more		
Large urban centres (100,000 and more)	No. %	770,200 49.1	606,100 38.7	190,700 12.2	1,567,000 100.0
Mid-size urban centres (15,000-99,999)	No. %	164,300 45.8	145,600 40.6	49,000 13.6	358,900 100.0
Rural areas (less than 15,000)	No. %	326,500 40.9	333,800 41.8	138,100 17.3	798,400 100.0
Total	No. %	1,261,100 46.3	1,085,500 39.8	377,800 13.9	2,724,300 100.0

Table 4.8 provides information on age groups living in rural and urban Ontario. The 213,600 families in rural Ontario included 387,500 children 0-12 years of age (1.8 children per family). The 108,200 families in mid-sized urban areas included 185,400 children 0-12 years of age (1.7 children per family); and in large urban centres the 657,000 families included 1,088,300 children 0-12 years of age (1.7 children per family).

The distribution of children by age was consistent across all geographic areas. For example, children 0-5 years of age in Ontario comprised 46.9% of children 0-12 years of age in rural areas, 46.7% of children in mid-sized urban areas, and 47.9% of children in large urban centres. Similarly, 22.4% of children in rural areas, 22.3% of children in mid-sized urban areas and 22.1% of children in large urban centres were 10-12 years of age.

**Table 4.8**

**Number of Children, by Age Groups, Living In Rural and Urban Ontario**

Ages of children		Number of Children Living in			
		Large urban centres (100,000 and more)	Mid-size urban centres (15,000-99,999)	Rural areas (15,000 and less)	Total
0-17 months	No.	142,100	22,000	40,900	205,000
	%	69.3	10.7	20.0	100.0
18-35 months	No.	131,800	22,000	43,700	197,500
	%	66.7	11.1	22.1	100.0
3-5 years	No.	247,200	42,700	97,200	387,100
	%	63.9	11.0	25.1	100.0
6-9 years	No.	325,500	57,400	118,900	501,800
	%	64.9	11.4	23.7	100.0
10-12 years	No.	241,700	41,300	86,800	369,900
	%	65.3	11.2	23.5	100.0
<b>Total number of children</b>	<b>No.</b>	<b>1,088,300</b>	<b>185,400</b>	<b>387,500</b>	<b>1,661,200</b>
	<b>%</b>	<b>65.5</b>	<b>11.2</b>	<b>23.3</b>	<b>100.0</b>

### Special Needs

Tables 4.9 and 4.10 provide information on families in Ontario which included at least one child 0-12 years of age with special needs. In the CNCCS, a child with special needs was defined as a child with a long-term disability, handicap or health problem.

Of the 978,700 families with children 0-12 years of age living in Ontario, 95,100 (9.7%) included at least one child with special needs. Of these families with a special needs child, 32,100 (33.8%) had only one child, and 63,000 (66.2%) included two or more children, as compared with the overall Ontario figures of 47.2% of families with one child and 52.8% with two or more children 0-12 years of age.

Table 4.9

**Number of Families which Include At Least One Child 0-12 Years of Age With Special Needs in Ontario by Number of Children in the Family**

Number of children in family:		Number of families with special needs child(ren)	Number of families with no special needs child(ren)	Total number of families
1 child	No.	32,100	430,200	462,300
	%	6.9	93.1	100.0
2 children	No.	44,700	337,600	382,300
	%	11.7	88.3	100.0
3 or more children	No.	18,300	115,800	134,100
	%	13.7	86.3	100.0
<b>Total</b>	No.	<b>95,100</b>	<b>883,600</b>	<b>978,700</b>
	%	9.7	90.3	100.0

A total of 105,400 children 0-12 years of age with special needs were living in Ontario. The age distribution of these children is shown in Table 4.10. These 105,400 children comprised 6.4% of the 1,661,200 children 0-12 years of age living in Ontario. However, the percentage of children with special needs was not constant across all age groups. For example, approximately 4.2% of children in the 3 year age span of 0-35 months of age in Ontario were described as having special needs, compared with 6.8% of children in the older 10-12 age group.

Table 4.10

**Number of Children 0-12 Years of Age With Special Needs In Ontario**

		Number of children with special needs	Number of children with no special needs	Total number of children
0-17 months	No.	...	198,600	205,000
	%	...	96.9	100.0
18-35 months	No.	10,400q	187,100	197,500
	%	5.3	94.7	100.0
3-5 years	No.	26,500	360,600	387,100
	%	6.8	93.2	100.0
6-9 years	No.	37,000	464,800	501,800
	%	7.4	92.6	100.0
10-12 years	No.	25,000	344,900	369,900
	%	6.8	93.2	100.0
<b>Total number of children</b>		<b>105,400</b>	<b>1,555,800</b>	<b>1,661,200</b>
		%	6.4	100.0

The second section of Chapter Four will focus on Parents and Work data. As with the first section, an overview of Canadian data will be presented first with provincial data following.

## II. Parents and Work

The CNCCS Survey collected information on the employment status of parents within families which included at least one child 0-12 years of age. The focus of many of the following Tables is the employment status of the parent most responsible for making the child care arrangements. In the following text the term "Interviewed Parent" (IP) is used to indicate that parent. In two-parent families, in which child care arrangements were made jointly and equally, the female parent was designated as the IP. Employment status in this section is referred to by the terms full-time and part-time employment. Full-time employment refers to a person who was employed for 30 or more hours per week, and part-time employment refers to a person who was employed for less than 30 hours per week at all jobs.

### 1. Canada

Table 4.11 provides information on the employment status of parents in families which included children 0-5 and children 6-12 years of age. Both parents were employed in 743,200 (53.4%) of the 1,391,900 two-parent families which included at least one child 0-5 years of age. By comparison, 83,900 (43.0%) of parents were employed in one-parent families which included at least one child 0-5 years of age. The percentage of families in which both parents (in two-parent families) and the parent (in one-parent families) were employed increased in families in which there were no children 0-5 years of age. In the age group 6-12 years, both parents were employed in 598,300 (64.0%) of the 932,900 two-parent families, and 134,000 (65.5%) of parents were employed in one-parent families.

**Table 4.11**

**Employment Status of Parents With and Without Children 0-5 Years of Age in Canada**

	No.	Two Parent Families			One Parent Families		Total number of two parent and one parent families
		Both parents employed	One parent employed	Neither parent employed	Parent employed	Parent not employed	
Families with at least one child 0-5 years of age	No.	743,200	593,200	55,500	83,900	110,900	1,586,700
	%	46.8	37.4	3.5	5.3	7.0	100.0
Families with at least one child 6-12 years of age and with no children 0-5 years of age	No.	598,300	302,700	31,900	134,000	70,700	1,137,600
	%	52.6	26.6	2.8	11.8	6.2	100.0
Total	No.	1,341,500	895,900	87,400	217,900	181,600	2,724,300
	%	49.2	32.9	3.2	8.0	6.7	100.0

There were 2,724,300 families in Canada with children 0-12 years of age. As shown in Table 4.12, 1,168,200 (42.9%) of IP's from these families were employed full-time. A further 466,000 (17.1%) IP's were employed part-time and 1,090,200 (40.0%) IP's were not employed.

Table 4.12

**Employment Status of the Interviewed Parent With and Without Children 0-5 Years of Age in Canada**

	No.	%	Employment Status of IP			
			Full-time	Part-time	Not employed	
<b>IP with at least one child</b>						
0-5 years of age	558,200	38.6	237,100	16.4	650,100	1,445,300
					45.0	100.0
<b>IP with at least one child</b>						
6-12 years of age and with no children 0-5 years of age	610,000	47.7	228,900	17.9	440,100	1,279,000
					34.4	100.0
<b>Total</b>	<b>1,168,200</b>	<b>42.9</b>	<b>466,000</b>	<b>17.1</b>	<b>1,090,200</b>	<b>2,724,300</b>
					40.0	100.0

Of the 4,658,500 children 0-12 years of age in Canada, 1,841,300 (39.5%) lived in families in which the IP was employed full-time. A further 839,000 (18.0%) of children lived in families in which the IP was employed part-time. A total of 1,978,200 children (42.5%) lived in families in which the IP was not employed.

There were 2,164,800 children 0-5 years of age in Canada. Of these, 1,138,100 (52.6%) lived in families in which the IP was employed either full-time (35.5%) or part-time (17.1%). By comparison, of the 2,493,700 children 6-12 years of age, 1,542,100 (61.8%) lived in families in which the IP was employed either full-time (43.0%) or part-time (18.8%).

Table 4.13

**Number of Children by Age and the Employment Status of the Interviewed Parent in Canada**

	No.	%	Employment Status of IP			
			Full-time	Part-time	Not employed	
<b>0-17 months</b>						
	195,000	34.9	81,500	14.6	282,500	559,000
					50.5	100.0
<b>18-35 months</b>						
	186,000	35.0	90,500	17.0	255,400	531,900
					48.0	100.0
<b>3-5 years</b>						
	388,200	36.2	196,900	18.3	488,700	1,073,900
					45.5	100.0
<b>6-9 years</b>						
	586,300	40.8	275,100	19.1	575,400	1,436,800
					40.0	100.0
<b>10-12 years</b>						
	485,800	46.0	194,900	18.4	376,200	1,056,900
					35.6	100.0
<b>Total</b>	<b>1,841,300</b>	<b>39.5</b>	<b>839,000</b>	<b>18.0</b>	<b>1,978,200</b>	<b>4,658,500</b>
					42.5	100.0

## 2. Ontario

Table 4.14 provides information on the employment status of parents in families which included a youngest child 0-5 years of age and a youngest child 6-12 years of age. Both parents were employed in 300,100 (58.7%) of the 511,600 two-parent families which included at least one child 0-5 years of age. By comparison, 34,300 (48.9%) of parents were employed in one-parent families which included at least one child 0-5 years of age. The percentage of families in which both parents (in two-parent families) and the parent (in one-parent families) were employed, increased in families in which there were no children 0-5 years of age. In the age group 6-12 years, both parents were employed in 242,300 (73.2%) of the 330,800 two-parent families and 47,900 (72.1%) of parents were employed in one-parent families.

**Table 4.14**

**Employment Status of Parents With and Without Children 0-5 Years of Age in Ontario**

	No.	Two Parent Families			One Parent Families		Total number of two parent and one parent families
		Both parents employed	One parent employed	Neither parent employed	Parent employed	Parent not employed	
Family with at least one child 0-5 years of age	No. %	300,100 51.6	202,400 34.8	9,100 1.6	34,300 5.9	35,800 6.2	581,600 100.0
Family with at least one child 6-12 years of age and with no children 0-5 years of age	No. %	242,300 61.0	85,000 21.4	3,500 0.9	47,900 12.1	18,500 4.7	397,100 100.0
Total	No. %	542,400 55.4	287,300 29.4	12,500 1.3	82,200 8.4	54,400 5.6	978,700 100.0

The employment status of the Interviewed Parent (IP) in families in Ontario with children 0-12 years of age, is shown in Table 4.15. Of the total of 978,700 families with children 0-12 years of age in Ontario, 466,500 (47.7%) of IPs were employed full-time, 175,700 (18.0%) were employed part-time, and 336,500 (34.3%) were not employed.

Of the 581,600 families in Ontario with at least one child 0-5 years of age, 248,800 (42.8%) of the IPs were employed full-time and 95,900 (16.5%) were employed part-time. The remaining 237,000 (40.7%) IPs with children 0-5 years of age were not employed.

The percentage of IPs who were employed full-time and part-time was higher in families in which there were no children 0-5 years of age. Complementing this, a higher percentage of IPs were not employed in families in which there were children 0-5 years of age.

Table 4.15

**Employment Status of the Interviewed Parent With and Without Children 0-5 Years of Age In Ontario**

Number of families	Employment Status of IP				Total
	Full-time	Part-time	Not Employed		
IP with at least one child 0-5 years of age	No.	248,800	95,900	237,000	581,600
	%	42.8	16.5	40.7	100.0
IP with at least one child 6-12 years of age and with no children 0-5 years of age	No.	217,700	79,900	99,500	397,100
	%	54.8	20.1	25.1	100.0
Total	No.	466,500	175,700	336,500	978,700
	%	47.7	18.0	34.3	100.0

Table 4.16 indicates the number and the ages of children by the employment status of the IP. Of the 1,661,200 children 0-12 years of age in Ontario, 728,300 (43.8%) lived in families in which the IP was employed full-time and 308,900 (18.6%) lived in families in which the IP was employed part-time. A further 624,000 (37.6%) lived in families in which the IP was not employed.

There were 402,500 children 0-35 months in Ontario. Of these, 219,700 (54.6%) lived in families in which the IP was employed either full-time (39.0%) or part-time (15.6%). By comparison, of the 369,900 children 10-12 years of age in Ontario, 262,700 (71.0%) lived in families in which the IP was employed either full-time (49.7%) or part-time (21.3%).

Table 4.16

**Number of Children by Age Groups and the Employment Status of the Interviewed Parent in Ontario**

	Employment Status of IP				Total
	Full-time	Part-time	Not employed		
0-17 months	No.	81,600	30,500	92,900	205,000
	%	39.8	14.9	45.3	100.0
18-35 months	No.	75,500	32,100	89,900	197,500
	%	38.2	16.2	45.5	100.0
3-5 years	No.	156,500	70,900	159,700	387,100
	%	40.4	18.3	41.3	100.0
6-9 years	No.	231,000	96,600	174,300	501,800
	%	46.0	19.2	34.7	100.0
10-12 years	No.	183,700	79,000	107,200	369,900
	%	49.7	21.3	29.0	100.0
Total	No.	728,300	308,900	624,000	1,661,200
	%	43.8	18.6	37.6	100.0

### **Family Income**

The income received by the Interviewed Parent and spouse or partner in two-parent families in 1987 is indicated in Table 4.17A (Ontario) and Table 4.17B (Canada). The combined parental incomes reported in these tables include gross income from wages and salaries, net income from self-employment, transfer payments (such as UIC and Family Allowance), and other income sources (such as scholarships, and private pensions).

**Table 4.17A**

**Distribution of Families in Ontario Across Selected Income Ranges Based on 1987 Combined Parental Income**

Combined Parental Income	Number and Percentage of Families		Cumulative Percentage
	No.	%	
Less than \$20,000	162,300	16.6	16.6
\$20,001-\$30,000	129,300	13.2	29.8
\$30,001-\$40,000	179,300	18.3	48.1
\$40,001-\$50,000	179,000	18.3	66.4
\$50,001-\$60,000	134,400	13.7	80.1
More than \$60,000	194,500	19.9	100.0
<b>Total</b>	<b>978,800</b>	<b>100.0</b>	

**Table 4.17B**

**Distribution of Families in Canada Across Selected Income Ranges Based on 1987 Combined Parental Income**

Combined Parental Income	Number and Percentage of Families		Cumulative Percentage
	No.	%	
Less than \$20,000	570,100	20.9	20.9
\$20,001-\$30,000	426,000	15.6	36.5
\$30,001-\$40,000	544,000	20.0	56.5
\$40,001-\$50,000	455,400	16.7	73.2
\$50,001-\$60,000	313,600	11.5	84.7
More than \$60,000	415,200	15.2	99.9
<b>Total</b>	<b>2,724,300</b>	<b>100.0</b>	

### **III. Child Care Arrangements**

The third and final section of this chapter will focus on child care arrangements used for two different purposes: (1.) subsection A will present data regarding various forms of care used during the reference week for more than one hour, regardless of the reason the care was used; and 2. subsection B will present data on the form of care used for the greatest number of hours during that week and used solely for the purpose of child care while the IP was working or studying (in the CNCCS this is termed "all care used for more than one hour regardless of purpose"). Within subsection A the following data will be presented:

1. total number of children using various care arrangements;
2. number of paid and unpaid child care arrangements; and
3. average number of hours children spent in various care arrangements.

Following the three aspects of "all care regardless of purpose", subsection B will focus on "primary care arrangements used while the IP was working or studying".

Canadian and Ontario data and one and two-parent perspectives will be considered in the following section. In reviewing the following data please bear in mind that school is excluded as a caregiving arrangement in this analysis.

**A. All Care Used, Regardless of Purpose, For More Than One Hour During the Reference Week**

**Number of Child Care Arrangements**

**1. Canada**

Of the 4,658,500 children 0-12 years of age in Canada 1,578,500 (33.9%) had no supplemental (i.e. non-IP) child care arrangements (see glossary reference for supplemental care). Of those participating in supplemental child care, 1,770,000 (38.0%) were involved in only one child care arrangement and 1,310,000 (28.1%) were involved in two or more child care arrangements.

Table 4.18

**Number of Child Care Arrangements (Excluding School) For All Children 0-12 Years of Age in Canada<sup>1</sup>**

		Number of Supplemental Care Arrangements				
		Care by IP only.		1	2 or more	Total
		No.	No. supplemental care reported			
0-17 months	No. %	218,900 39.2	227,000 40.6	113,100 20.2	559,000 100.0	
18-35 months	No. %	156,600 29.4	223,200 42.0	152,100 28.6	531,900 100.0	
3-5 years	No. %	173,900 16.2	419,500 39.1	480,400 44.7	1,073,800 100.0	
6-9 years	No. %	590,100 41.1	515,900 35.9	330,900 23.0	1,436,900 100.0	
10-12 years	No. %	439,000 41.5	384,400 36.4	233,500 22.1	1,056,900 100.0	
Total	No. %	1,578,500 33.9	1,770,000 38.0	1,310,000 28.1	4,658,500 100.0	

<sup>1</sup> Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

**2) Ontario**

Of the 1,661,200 children 0-12 years of age in Ontario 518,000 (31.2%) had no reported supplemental child care arrangements, and 1,143,200 (68.8%) were involved in one or more child care arrangements.

For Ontario children 6-12 years of age, 538,100 (61.7%) were in one or more child care arrangements (excluding school). Of these, 205,400 (38.1%) had two or more arrangements.

For children 0-5 years of age, 184,400 (23.4%) had no reported supplemental care. Of the 605,200 children 0-5 years of age who were in one or more supplemental child care arrangements, 285,300 (47.1%) were in two or more arrangements during the reference week.

Children 0-17 months of age had the lowest proportion of multiple care arrangements compared to the other age groups (see Table 4.19). Of the 205,000 children in this age group, 42,500 (20.7%) were in more than one child care arrangement. By comparison, 62,400 (31.6%) children 18-35 months of age and 180,400 (46.6%) children 3-5 years of age were in more than one child care arrangement.

Children 0-17 months of age had the highest percentage of no supplemental care reported, and the highest percentage of only one supplemental child care arrangement. There were 78,200 (38.2%) children 0-17 months of age who reported no supplemental child care. By comparison 54,700 (27.7%) children 18-35 months of age, and 51,500 (13.3%) children 3-5 years reported no supplemental care. Of the children 0-17 months of age in Ontario, 84,200 (41.4%) children were in only one reported supplemental child care arrangement. This was slightly higher than the percentage of children in other age groups who were involved in only one reported supplemental child care arrangement.

Children 3-5 years of age in Ontario participated in supplemental care arrangements to a much greater degree than did children in any other age group. A majority (86.7%) of children in this age group were involved in at least one supplemental care arrangement, compared with 61.8% of children 0-17 months of age, 72.3% of children 18-35 months of age, 61.3% of children 6-9 years of age, and 62.4% of children 10-12 years of age. More than two fifths (40.1%) of children 3-5 years of age were in one form of supplemental child care, and 46.6% were involved in two or more care arrangements.

**Table 4.19**

**Number of Child Care Arrangements (Excluding School) For All Children 0-12 Years of Age in Ontario<sup>1</sup>**

Number of Supplemental Care Arrangements					
		No supplemental care reported	1	2 or more	Total
0-17 months	No.	78,200	84,200	42,500	205,000
	%	38.2	41.4	20.7	100.0
18-35 months	No.	54,700	80,300	62,400	197,500
	%	27.7	40.7	31.6	100.0
3-5 years	No.	51,500	155,300	180,400	387,100
	%	13.3	40.1	46.6	100.0
6-9 years	No.	194,400	188,600	118,900	501,800
	%	38.7	37.6	23.7	100.0
10-12 years	No.	139,200	144,100	86,500	369,900
	%	37.6	39.0	23.4	100.0
<b>Total</b>		<b>518,000</b>	<b>652,500</b>	<b>490,800</b>	<b>1,661,200</b>
		<b>%</b>	<b>31.2</b>	<b>39.3</b>	<b>29.6</b>
<sup>1</sup> Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.					

### Paid and Unpaid Child Care Arrangements

Child care arrangements for children did not always involve payment. While 1,143,200 Ontario children (68.8%) were in one or more supplemental child care arrangements in the reference week (see Table 4.19), Table 4.20 indicates that only 483,900 (42.3%) of those arrangements were paid arrangements. Of these children in paid arrangements, only 54,900 (11.3%) were involved in more than one paid arrangement.

A smaller percentage of children 6-12 years of age were reported to be involved in paid care arrangements than were children 0-5 years of age. Only 8.7% of children 10-12 years of age and 24.1% of children 6-9 years of age were reported in paid care arrangements.

By contrast children 0-5 years of age had higher percentages of reported paid child care arrangements. Almost half (44.8%) of 3-5 year old children, 45.5% of 18-35 month old children, and 32.0% of 0-17 month old children were involved in paid child care arrangements.

Table 4.20

Number of Paid Child Care Arrangements for All Children 0-12 Years of Age in Ontario<sup>1</sup>

Number of Paid Child Care Arrangements					
		No paid arrangements	1	2 or more	Total
0-17 months	No. %	137,700 67.2	63,900 31.2	...	205,000 100.0
18-35 months	No. %	107,700 54.5	76,300 38.6	13,600q 6.9	197,500 100.0
3-5 years	No. %	213,800 55.2	147,300 38.1	26,100 6.7	387,100 100.0
6-9 years	No. %	380,700 75.9	112,600 22.4	8,600q 1.7	501,800 100.0
10-12 years	No. %	337,500 91.2	29,000 7.8	...	369,900 100.0
Total	No. %	1,177,400 70.9	429,000 25.8	54,900 3.3	1,661,200 100.0

<sup>1</sup> Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

### Hours in Child Care

#### 1. Canada

There were 4,658,500 children 0-12 years of age living in Canada in 1988. Of these, 3,079,900 (66.1%) were involved in at least one child care arrangement in addition to the care provided by the IP. Excluding those children who received no supplemental care and excluding the time that children spent in formal schooling those 3,079,900 children used at least one supplemental child care arrangement for an average of 22.0 hours during the reference week.

For those children 0-12 years of age who used at least one supplemental child care arrangement, 1,378,300 (44.8%) were in paid child care arrangements for an average of 20.3 hours per week.

An examination by age groups reveals that children between 18-35 months of age spent the most time in supplemental child care, with an average of 29.7 hours per week. Those who were in paid arrangements averaged 27.4 hours in paid care. Children 3-5 years of age, averaged 28.1 hours per week in care, and those children in paid care averaged 22.5 hours per week. Children 0-17 months of age averaged 26.0 hours per week in care arrangements, and those in paid care also averaged 26.0 hours per week.

School age children spent less time in care arrangements, both in paid and non-paid care. Excluding time spent in school, children 6-9 years of age averaged 15.4 hours per week in care with those in paid arrangements averaged 11.7 hours per week in paid care. Similarly, children 10-12 years of age averaged 14.7 hours per week in care, with those in paid care arrangements averaging 11.8 hours per week.

**Table 4.21**

**Number and Ages of Children and the Average Number of Hours of Care for All Children 0-12 Years of Age in Canada<sup>1</sup>**

	Number of children in supplemental care/average hours	Number of children in paid care/average hours
0-17 months	340,100 26.0 hours/week	178,400 26.0 hours/week
18-35 months	375,300 29.7 hours/week	237,000 27.4 hours/week
3-5 years	899,900 28.1 hours/week	513,900 22.5 hours/week
6-9 years	846,700 15.4 hours/week	352,600 11.7 hours/week
10-12 years	617,900 14.7 hours/week	96,400 11.8 hours/week
<b>Total/Average</b>	<b>3,079,900 22 hours/week</b>	<b>1,378,300 20.3 hours/week</b>

<sup>1</sup> Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

## 2. Ontario

Of the 1,661,200 children 0-12 years of age living in Ontario, 1,143,200 (68.8%) were involved in at least one supplemental child care arrangement in addition to the care provided by the IP. Excluding those children who reported no supplemental care and excluding the time that children spent in formal schooling, these children averaged 22.5 hours per week in care. As indicated on Table 4.22, a total of 483,900 (42.3%) of these children 0-12 years of age spent an average of 19 hours per week in paid care arrangements.

Children 0-5 years of age in Ontario spent more time in child care arrangements than children 6-12 years of age. Children 18-35 months of age spent the most time in care. These children averaged 31.6 hours per week in care arrangements and those in paid arrangements averaged 28.8 hours per week in

paid supplemental care. Children 3-5 years of age averaged 28.7 hours per week in care, with those in paid care averaging 23.2 hours per week in paid supplemental care. Children 0-17 months of age were in care arrangements for an average of 27.8 hours per week. Those in paid care averaged 27.6 hours per week.

Children 6-12 years of age spent less time in supplemental care. Excluding time spent in formal school, children 6-9 years of age averaged 15.3 hours per week in care and those in paid care averaged 11.3 hours per week. Children 10-12 years of age averaged 14.2 hours per week in supplemental child care arrangements. Those in paid care averaged 11.7 hours per week.

**Table 4.22**

**Number and Ages of Children and the Average Number of Hours of Care for All Children 0-12 Years of Age in Ontario<sup>1</sup>**

	Number of children in supplemental care/average hours	Number of children in paid care/average hours
0-17 months	126,700 27.8 hours/week	67,300 27.6 hours/week
18-35 months	142,700 31.6 hours/week	89,800 28.8 hours/week
3-5 years	335,700 28.7 hours/week	173,300 23.2 hours/week
6-9 years	307,400 15.3 hours/week	121,100 11.3 hours/week
10-12 years	230,700 14.2 hours/week	32,400 11.7 hours/week
Total/Average	1,143,200 22.5 hours/week	483,900 20.5 hours/week

<sup>1</sup> Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

## B. Primary Care Arrangements (Excluding School) Used While IP was Working or Studying

The previous discussions of "Child Care Arrangements" have examined a variety of characteristics of child care used regardless of purpose for more than one hour during the reference week. This part (Part B) of the child care section of Chapter 4 focuses on and provides data only on the one type of care (excluding school) in which a child participated for the greatest number of hours during the reference week while the IP was working or studying. That "greatest number of hours" form of care is termed "primary care" in the CNCCS.

### 1. Canada

A total of 2,612,900 Canadian children 0-12 use a primary caregiving arrangement (excluding school) while their parents work or study. This figure is 56.17 89% of the total number of children included in the Canadian National Child Care Study. Table 4.23 indicates the number and the percentage of children who use, as a primary care arrangement, fourteen different types of care (a fifteenth category of "no arrangement identified" is also included).

Table 4.23

## Primary Care Arrangements (Excluding School) Used While IP was Working or Studying, For Canada

Primary Care Type	Child Age									
	0-17 Months		18-35 Months		3-5 Years		6-9 Years		10-12 Years	
	No.	%	No.	%	No.	%	No.	%	No.	%
1. IP at work	22,400	10.0	30,100	11.2	61,000	10.7	69,400	8.0	48,700	7.1
2. Spouse at home	44,800	20.0	42,000	15.6	100,000	17.5	212,000	24.6	179,900	26.2
3. Spouse at work	...	...	...	...	...	...	11,300	1.3	8,900q	1.3
4. Older sibling	...	...	...	...	...	...	59,300	6.9	83,400	12.1
5. Self-care	—	—	—	—	...	...	45,800	5.3	139,500	20.3
6. Relative in the child's home	23,300	10.4	20,200	7.5	42,900	7.5	50,900	5.9	27,000	3.9
7. Relative not in the child's home	31,800	14.3	31,900	11.8	47,000	8.3	56,000	6.5	29,200	4.2
8. Non-relative in the child's home	20,800	9.3	28,400	10.5	45,700	8.0	51,900	6.0	17,700	2.6
9. Non-relative not in the child's home (not licensed)	58,800	26.3	67,600	25.1	106,900	18.7	110,000	12.7	31,300	4.6
10. Non-relative not in the child's home (licensed)	...	...	7,200q	2.7	9,400q	1.7	6,700q	0.8	...	...
11. Nursery	—	—	...	...	15,800	2.8	...	...	—	—
12. Kindergarten	...	...	...	...	34,000	6.0	...	...	—	—
13. Day Care Centre	12,000	5.4	33,700	12.5	79,400	13.9	13,400	1.6	—	—
14. Before/After School	—	—	—	—	6,400q	1.1	40,500	4.7	7,100q	1.0
15. No Arrangement Identified	...	...	...	...	13,600	2.4	134,900	15.6	113,100	16.5
Total	223,300	100.0	269,600	100.0	570,200	100.0	862,600	100.0	687,200	100.0

The data provided in Table 4.23 give the most detailed picture of child care use to be developed in any national study. Typically only six or seven categories of care are identified in most national studies, and often the age categories are much broader than those provided here. Table 4.23 provides an insight into detailed and complex care use patterns.

One of the first characteristics that emerges from Table 4.23 is the relationship between age of child and type of care. Depending on child-age, certain types of care are not used at all (or in numbers too low to be reported) or they are used by very large numbers of children. To take a fairly obvious example, while nurseries and kindergartens are relatively important forms of care for 3-5 year olds, their use outside of this age group is zero or minimal. To take another example, while Before and After School Care Programs provide care for approximately 5% of 6-9 year olds, such care is used by only 1% of 10-12 year olds.

On the other hand, certain other forms of care are used by a fairly consistent percentage of children regardless of age group. Care by a "spouse in the home" is one of the least variable forms of care across all age groups, with a range from 15.6% for 18-35 month olds to 26.2% for 10-12 year olds.

Table 4.23 also identifies the most significant forms of care for each age group across the country. For children 0-17 months and 18-35 months of age, unlicensed family day care by a non-relative is the most frequently used care-type with approximately one-fourth of all children in each of those age groups in that form of care. For 3-5 year olds a broader distribution of children across a variety of care types is more in evidence with unlicensed family day care (18.7%), spouse in the home (17.5%), day care centres (13.9%), and IP at work (10.7%) each accounting for more than 10% of this age group's caregiving needs.

The overwhelming majority of children 6-12 are in school while the IP works or studies. School, however, has been excluded from Table 4.23 in order to focus on other major forms of caregiving for school-age children. The pattern for 6-9 year olds is quite different from 10-12 year olds. While the most used form of care for both groups is "spouse at home" (6-9 years = 24.6% and 10-12 years = 26.2%), that care-type is closely followed by "child in own care" (self-care) for 10-12 year olds (20.3%), while unlicensed family day care is the second most frequently reported form of care for 6-9 year olds (12.7%). It should also be noted that "no arrangement identified" represents a significant percentage of children in both school-age groups.

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## 2. Ontario

The pattern of primary care use, while the IP works or studies, varies from province to province. Insofar as provincial numbers are much lower than national numbers and since numbers that are too low are not reportable, it is necessary to combine age groups when presenting provincial figures. The provincial tables will present data for three age groups: 0-35 months, 3-5 years, and 6-12 years. In addition, in order to maximize the number of reportable care arrangements, it is necessary to combine two arrangements into one category in a number of cases. Thus, in Table 4.24, nine composite categories are created that contain the fourteen primary care types identified in Table 4.23. The relationship of composite categories I-IX to the 15 forms of care is noted in the key to Table 4.24 located at the bottom of the Table.

Of the 1,661,200 children living in Ontario, 999,617 (60.2%) used a primary care arrangement while the IP worked or studied. As was noted earlier in the national section, the pattern of use is variable by age group.

There were 191,000 children 0-35 months of age in Ontario who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: licensed/unlicensed family day care (33.9%) and care by a relative either in or out of the child's home (21.2%).

There were 218,500 children 3-5 years of age in Ontario who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: licensed/unlicensed family day care (22.8%) and care by IP's spouse at home or work (17.2%).

There were 590,200 children 6-12 years of age in Ontario who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: care by IP's spouse at home or work (28.5%) or care by self or sibling (19.4%).

**Table 4.24**
**Categories of Primary Care Arrangements (Excluding School) Used While IP was Working or Studying for Ontario**

Care Category	Child Age					
	0-35 Months		3-5 Years		6-12 Years	
	No.	%	No.	%	No.	%
I. IP at Work	20,300	10.6	19,800	9.1	41,400	7.0
II. Spouse at Home/Work	32,200	16.8	37,600	17.2	168,300	28.5
III. Self/Sibling	...	...	...	...	114,700	19.4
IV. Relative in/out of Child's Home	40,600	21.2	37,400	17.1	62,300	10.5
V. Non-Relative/Child's Home	19,100	10.0	14,900q	6.8	25,600	4.3
VI. Family Day Care (Licensed/Unlicensed)	64,800	33.9	49,800	22.8	62,500	10.6
VII. Nursery/Kindergarten	...	...	24,900	11.4	—	—
VIII. Regulated Group Care	10,900q	5.7	25,000	11.5	17,000	2.8
IX. No Arrangement	...	...	7,200q	3.3	98,400	16.7
<b>Total</b>	<b>191,000</b>	<b>100.0</b>	<b>218,500</b>	<b>100.0</b>	<b>590,200</b>	<b>100.0</b>

*Legend:*

I: Care by IP at work (1)	V: Care by Non-relative in child's home (8)
II: Care by Spouse at home (2)	VI: Unlicensed family day care (9)
Care by Spouse at work (3)	Licensed family day care (10)
III: Care by Sibling (4)	VII: Nursery School (11)
Care by Self(5)	Kindergarten (12)
IV: Care by Relative in child's home (6)	VIII: Day Care Centre (13)
Care by Relative not in child's home (7)	Before/After School Care (14)

In seeking to understand the provision and use of child care in Canada, or in any of the provinces or territories, it is important to realize that there are many different ways of presenting and understanding child care data. As this chapter has noted, child care can be used for a variety of purposes. Some care is work or study related and some is not; each yields a different profile of care use. Even within a common frame of reason for using care the predominate forms of care used shift greatly depending upon factors such as: age of child; family structure (one or two-parent families for example); care forms typically used for more than or less than 20 hours a week; and numerous other factors.

The CNCCS data base is both complex and large. This chapter on CNCCS Survey data for Ontario represents an introduction to the study. More detailed information on Ontario and on Canada as a whole can be found in other reports from the Canadian National Child Care Study (CNCCS).



## Chapter 5

### ADDENDUM: CHILD CARE IN ONTARIO, 1988-1990

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Although considerable growth and development have taken place in child care in Ontario since the introduction of the *New Directions* policy in 1987, a number of outstanding issues or problems remain to be addressed. The purpose of this chapter is to review what happened during the period beginning with the announcement of the *New Directions* policy (Ontario. Ministry of Community and Social Services, 1987, June) and continuing to the end of 1989 and early 1990; it will also briefly discuss some of the main issues that were being raised at that time. To provide a framework for the following discussion, information about recent events and current issues will be organized according to five basic factors that relate to the development of a comprehensive child care system:

1. **the purpose of child care**--who is child care for?
2. **jurisdiction and legislation**--who is responsible for managing the child care system and what rules must be followed?
3. **service models**--what programs and services are provided?
4. **funding**--how much funding is provided and how is it administered?
5. **quality assurance**--what mechanisms and resources have been used to assure quality?

As this report was being finalized in the fall of 1990, an Ontario election was held which resulted in an unexpected victory by the New Democratic Party. While it is too early to tell what impact the new government will have on child care programs and policies, nor how closely these policies will follow the NDP's previously articulated position on child care now that the party is in power, it should be noted that the Ontario New Democrats have traditionally viewed child care as a public service that should come under the jurisdiction of the Ministry of Education (see for instance, the Dissenting Opinion of the New Democratic Members in the report on *Early Childhood Education* of the Select Committee on Education, 1990, June, pp. 1-9).

Because this report was prepared prior to the election and is particularly concerned with 1988, (the reference year for the Canadian National Child Care Study) it will focus solely on what happened to *New Directions* under the Liberal stewardship.

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#### The Purpose of Child Care

*New Directions* promised to build "a comprehensive child care system that will meet the needs of all citizens" (p. i). Although the promise and principles set out in the statement suggested a move away from a narrow welfare approach to child care, unfortunately most of the funding, administrative, and service

approaches continued to operate in a welfare mode. The lack of adequate funds to provide for an expansion of subsidies resulted in long waiting lists in many communities and the perpetuation of the needs test (eligibility test for subsidies) with its narrow, restrictive criteria. Work on shifting to a more equitable, less intrusive income test was postponed "pending the outcome of federal/provincial discussions regarding federal cost-sharing" (Ontario Ministry of Community and Social Services, 1990, April, p. 4). As a consequence, the stated goals of providing affordable and accessible child care across the province were seriously compromised.

Apart from the 1987 policy announcement, there has been no further discussion or definition of what was meant by "a public service" or a "comprehensive child care system." This lack of future direction stems from the absence of a public statement or provincial child care plan that details the government commitment, defines needs, and sets out priorities for future development. How the limited, unevenly distributed patchwork of child care programs presently offered are to be transformed into a comprehensive public service has therefore been unclear. Because the commitment to a public service does not appear to have gone much beyond the initial political rhetoric, the likelihood that the goal of a more comprehensive system will be achieved seems increasingly improbable.

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### The role of commercial programs

For a number of years Ontario child care advocates have raised questions about the operation of child care programs as a commercial enterprise or business (Ontario Coalition for Better Day Care, 1986, Fall) about the quality of care provided in commercial centres, about treatment of staff (salaries, benefits, and working conditions) (Baynham, Russell & Ross, 1988), and about the acceptability of some facilities. With the commitment to developing a public service, the role of commercial programs was once again called into question: that is, are for-profit programs consistent with the idea of a public service? Under *New Directions* the new policy appeared to take a middle-of-the-road position by limiting future development to non-profit programs and providing only half of the direct operating grant (the provincial share) to existing commercial programs: "The government is determined that future child care growth will be in the non-profit sector. Expansion of this sector is consistent with the move toward recognizing child care as a basic public service" (p. 3). The Child Care Branch began exploring some of the problems with the existing definitions of profit and non-profit programs and what incentives could be developed to encourage conversion of commercial child care spaces to non-profit ones. Unfortunately, much of this initial work seems not to have progressed, nor have steps been taken to resolve some of the definitional problems.

The concern about commercial programs is not just a philosophical one. Research findings in both the U.S. and Canada indicate that the quality of care provided by commercial programs tends to be much poorer (National Child Care Staffing Study, 1989). In Ontario, a recent study by West (1988) examining compliance with the *Day Nurseries Act* found that commercially operated centres:

...were less likely to meet the requirements of the Day Nurseries Act and consequently more likely to receive a more restrictive type of licence than non-commercially-operated centres;

...were more likely to have a complaint lodged against them than any other type of operator;

...were more likely to have a staff-child ratio violation than non-commercially-operated centres;

...were more likely to be short the required number of trained staff, over a longer period than non-commercial centres (West, 1988, pp. 2-3).

Some of these problems arise from the need to make a profit. As the National Council of Welfare (1988) has stated, "Profits are made by keeping costs down--paying low salaries to caregivers, raising child-staff ratios or compromising health, safety or nutritional standards--all of which hurt children" (p. 27). While the new policy may have started to orient child care towards a non-profit public system, considerably more work needs to be undertaken for this issue to be resolved.

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## Jurisdiction

The basic question of whether or not child care belongs under the jurisdiction of social services, education, labour, or perhaps a separate Ministry of the Child (or Child and Family) has not been dealt with. While jurisdictional issues have been raised in every major report on child care over the last two decades, little progress has been made. There appears to be no overview or coordination of this issue at senior levels of government, so that limited discussions have often taken place without sufficient consultation with the affected constituents (i.e., other ministries, other levels of government, and the larger community).

Two examples of how such jurisdictional issues have been considered will be presented:

1. recent Ministry of Education policies concerning the expansion of full-day kindergartens and the report on early childhood education from the Select Committee on Education.
2. the Provincial-Municipal Social Services Review that examined the role of municipal governments in the provision of child care.

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## Child care: Education or social service?

In 1987, as part of *New Directions*, the Ontario government introduced a cooperative policy for child care under which:

1. capital funding for child care space was to be provided in all *new* schools.
2. all boards were advised that "...space not required for education programs should be made available so that a variety of child care services are provided and so that access to those services is improved" (Ontario. Ministries of Education and Social Services, 1988).
3. funds were made available for research to promote communication and co-operation between school and child care programs.

Interestingly, the policy also gave priority to children enrolled in school between the ages of 3 years, 8 months and 12 years (rather than at 10 years, the usual *Day Nurseries Act* cut-off).

In the 1989 Throne Speech the Ontario government announced a further expansion of kindergarten programs. As of September 1990 it would become mandatory for school boards to offer half-day senior and junior kindergarten; the

government would also provide funding to school boards that had the space and the desire to provide full-day senior kindergarten (Mathien, 1989, p. 6). Children's attendance at kindergarten was to remain optional. More recently, the Select Committee on Education (1990) reported: "By 1992, all school boards will be required to offer half-day Senior Kindergarten for five-year olds and by 1994 all boards will have to provide half-day Junior Kindergarten for four-year olds. As of September 1990 boards may be funded to offer full-day Senior Kindergarten where space permits" (p. 1).

Comments made by the Premier at the time of the initial announcement emphasized that the extension of kindergarten programs was viewed as a partial answer to the growing need for child care service. However, there was no reference to how this proposal might impact on the prior *New Directions* commitments to building a comprehensive child care system, nor was there any evidence of joint planning between the two ministries (Community and Social Services and Education) prior to the announced expansion.

With the move to support full-day kindergartens the jurisdictional issues have become more complex, for there are now two major service systems in place, each with a mandate to expand child care services for essentially the same target group of young children. The lack of clarification of ministerial responsibility has given rise to questions about what kind of child care programs are to be offered, about coordination between schools and their associated day care programs, about which standards, staffing qualifications, and ratios should be followed and about who is paying for what programs. In some areas the use of schools for day care began when surplus space was available, but in many areas this surplus no longer exists, and the result has been a competition for space.

The June 1990 report on *Early Childhood Education* by the Select Committee on Education did not help to resolve these issues:

Various groups argued that responsibility for children's services should be centralized and several recommended that a Ministry of the Child be created. This was not supported by all groups with whom it was discussed.... We are not convinced that creating a new Ministry is the most effective means of ensuring better coordination and integration between education and child care. At the provincial level, a more fruitful approach may be to increase the responsibility of the Ministry of Education for child care. One possibility would be to move child care as a whole to the Ministry of Education. Another option would be to make the Ministry of Education responsible for all forms of public provision of care/education for children from the age of 3.8. This direction has a number of potential advantages: it would recognize that child care is not merely custodial, a service provided to parents who need assistance [the authors of this report seem unaware of the 1987 *New Directions* policy commitments to "building a comprehensive child care system that will meet the needs of all citizens" and to provide child care programs that "are high quality and [that] must support children's health, safety and development", p.i]; it would also recognize that high quality child care is educational and vital to children's development; and finally, centralizing responsibility for child care and education can facilitate organizing these services as a continuum and can address problems of fragmentation and coordination....

These institutional changes and organizational ideas have not been sufficiently discussed within the public and the affected sectors, and we do not feel comfortable making specific recommen-

dations in this area. We would simply like to place the issue of how the overall direction and organization of child care and education of young children can be brought together on the public policy agenda. One starting point may be for this broader issue to be part of ongoing interministerial and public consultations (p. 34).

The Select Committee concluded by recommending that the two ministries continue their interministerial consultations (including discussions with the Ministry of Health, where appropriate) and report back by December 1990.

The Select Committee's recommendations do not appear to have taken into account a very different set of discussions and issues raised during the Provincial-Municipal Social Services Review that was underway at about the same time.

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### The Provincial-Municipal Social Services Review

In an effort to rationalize provincial and municipal roles and responsibilities in the provision of a number of social services, the Provincial-Municipal Social Services Review (PMSSR) (Ontario, 1990) made up of members from the Ministry of Community and Social Services (MCSS), the Association of Municipalities of Ontario (AMO), and the Ontario Municipal Social Services Association (OMSSA) examined the management and delivery of services, their funding arrangements, and provincial and community planning efforts. (The social services under consideration were: child care, child welfare, income and employment support services, facility-based care for persons with developmental disabilities and community-based support services).

With regard to child care, the review committee recommended that municipalities "be required to assume responsibility for service management for all child care services within their jurisdiction" (Ontario 1990, p. 25). This would include taking responsibility for local planning, for administration of subsidies, and direct operation or purchase of services, as well as the largely new functions (to municipalities) of licensing, inspection, monitoring and evaluation, community development, public information activities, and other support services. The provincial government would continue to legislate standards for child care and to set overall policies. Cost-sharing arrangements would be shifted from the present 80% (federal/provincial) and 20% (municipal) to 75% (federal/provincial) and 25% municipal. Shifts in funding arrangements were proposed across a number of services, with municipalities assuming additional costs in some areas and the province in others. The premise of the report was that while the overall municipal proportion of cost-sharing for social services would remain about the same, the proportion of cost-sharing for specific services would be changed.

While the recommended changes could help to rationalize the planning and management of child care services across Ontario, some key issues were not clearly addressed in the report. At present, municipalities are not required to provide child care services, and this contributes to the problem of inequitable distribution of care across the province. It was not clear in the report if the recommendation that municipalities be "required to assume responsibility for service management of all child care services within their jurisdiction" (p. 106) meant that providing child care services would become **mandatory** in future. If providing child care services remains optional and at the discretion of individual municipalities, there is little hope that present problems of availability will be eliminated.

Other issues were not addressed: how would the smaller municipalities that had difficulties in the past with sharing 20% of child care costs now be able to

afford 25% cost-sharing? If licensing and monitoring functions were shifted to municipalities, how would consistent program standards and monitoring be maintained across the province? While the larger, well-organized municipalities would be able to take such a shift of responsibility in stride, many smaller communities may lack the resources, commitment, and experience necessary to ensure the continuing development of a comprehensive child care system. (The municipality of Metropolitan Toronto is an exception to a number of the above comments. With an expenditure of approximately \$109 million on child care in 1988 [Ontario Coalition for Better Child Care, 1990, February, Statistics 5], or about 53% of the total 1988 provincial child care budget, Toronto has consistently led the way in terms of planning and developing services, in setting and enforcing additional standards to ensure the provision of quality care, and in efforts to improve salaries and working conditions of child care workers).

On the positive side, municipalities are usually more accessible to local groups, have mechanisms that encourage joint planning and participation, and therefore are more likely to be sensitive to local needs and conditions.

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## Legislation

*New Directions* (Ontario. Ministry of Community and Social Services, June 1987) promised that "Ontario's comprehensive, integrated approach to child care will be embodied in the drafting of a new *Child Care Act*" (p. 15) to be developed following public consultation of a discussion paper that was to have been released in 1989. The new Act was seen as a mechanism for consolidating the various aspects of regulation and funding authority which are presently scattered through a number of Acts into one piece of legislation. The discussion paper never appeared. The only activity to date has been the commissioning of a literature review focusing on quality indicators for child care programs and the identification of the need for various legislative changes in relation to licensing practices and procedures by the Enforcement Practices Review Group (Ontario. Ministry of Community and Social Services, 1990, June).

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## Service Models

Although there is a progressive element in the ministry's efforts to sponsor the testing of new, more flexible models of care in order to address needs not currently met by licensed group and private home day care programs, the *New Directions* initiative has been marred by a lack of direction concerning program policy in a number of established service areas.

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## Programs serving children with special needs

The absence of policy directives and basic resources to support the integration of children with special needs into mainstream child care programs has been repeatedly identified (Community Concern Associates, 1983; Ontario. Ministry of Community and Social Services, 1988). However, little progress has been made towards developing an approach which would provide for a serious move to integration in an expanded child care system. The ministry continues to deal with special needs in the most narrow sense of serving children with physical and developmental handicaps. The development of child care programs which promote integration, early identification, and prevention has been limited, and most area offices have given the issue a low priority. In Metro Toronto the municipality has had to assume 100% of the costs of integrating special needs children into its directly operated programs since 1987 (personal communication from Marna Ramsden, Director of Children's Services, Municipality of Metro Toronto, 1990, October). In other areas of the province the lack of funding has

meant that services are limited and waiting lists are long. Given the support for prevention and early intervention adopted by other branches of the MCSS (for example, Children's Services Division through *Better Beginnings and Better Futures*) (Ontario, Ministry of Community and Social Services, 1989), the lack of attention to children with special needs in the child care area seems shortsighted, inconsistent, and bad practice.

### Private home day care (licensed/supervised)

Discrepancies between the original program objectives and current practice in private home day care, together with increasing operating costs, have led to questions about the future role of this program. Begun in the late 1960s in response to a growing demand for child care services, private home day care agencies recruited and trained providers, placed children in caregivers' homes, and provided supervision and support to parents and day care providers. When it began, private home day care was seen as a low-cost service (requiring limited capital outlay, low provider payments, and low administrative costs), as especially suited to care for infants, and as having the potential to be more flexible in responding to the needs of parents working shifts and on weekends. Although private home day care services have continued to develop and expand, a number of programs have experienced difficulties in meeting the original mandate. In 1987, in an effort to resolve some of these discrepancies, the MCSS made a commitment to review the status of private home day care.

In 1988, a survey of 70 private home day care agencies (Norpark Computer Design, 1988) found that while the proportion of infants and toddlers cared for in private home day care (33%) was higher than the comparative age group in centre-based programs (10%), toddlers were not the predominant age group served in Private Home Day Care (PHDC). The survey indicated that the ability of PHDC to provide service to larger numbers of infants was limited by the following factors: the high caregiver/child ratios set out in legislation, the lower earning potential for providers, and the greater demands and difficulties experienced in caring for infants.

Only 7% of PHDC children received care for extended hours. Agencies/providers reported that providers were reluctant to offer extended hours of care because the service interfered with the time they had to spend with their own families. Nor was PHDC meeting rural needs. Private home day care agencies were primarily located in urban areas and served urban families.

Surveys of PHDC in both 1981 and 1988 found that the costs associated with private home day care were similar to those in centre-based care. The Norpark survey (1988) concluded: "In short, with the exception of providing child care to infants, the private home day care program has not developed over the past 20 years in a manner that is consistent with its original objectives" (p. 116).

The Norpark survey also identified a number of other issues. The rate of turnover of children and providers in PHDC programs was unusually high. While the causes of such high rates of turnover are not well understood and are complex, the most frequently reported reason children left a placement was due to "leaving the district" (66%); the second most frequently reported reason (50%) was the parents' decision to move the child to a centre-based form of care (p. 21).

For providers, low wage rates, lack of benefits, and the increasingly professional demands placed on them all contribute to the loss of experienced providers. Given current funding levels, agencies are not able to increase their payments to providers without passing on the increase directly to parents, the majority of whom are on subsidy and cannot afford to pay more. To compound the

problem, in some Ontario communities providers can earn more offering their services privately, without having to deal with the intrusion and bureaucracy associated with working with an agency.

In two communities, groups of agency-supervised providers have made efforts to acquire employee status and become unionized. Although one group succeeded in forming a union, they were not able to obtain official recognition as employees under the *Employment Standards Act* (Ontario, 1988) and thus were not eligible for the attendant rights and benefits such as minimum wage, vacation leave, etc. Because of the complexity of the unionizing process, the high turnover of providers, and the few benefits gained, no further efforts to unionize providers are known to have taken place.

In underlining the critical need for increased financing to support the operation of private home day care services, the Norpark survey concludes: "It may be necessary then, for either additional government sources of funding to be made available to maintain these services and/or the need for, and use of, the services to be critically evaluated to determine whether or not they should be maintained" (p.118).

Although the promised ministry report of the review was circulated in draft form to the project advisory group in 1989, it was never formally approved nor released to the public, so that a number of fundamental issues still remain to be addressed.

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### Child care resource centres and support for informal arrangements

Unlike many other jurisdictions in Canada and the U.S. which require home-based caregivers to be licensed (or registered) and thereby to conform to minimal standards, Ontario requires that agencies supervising home-based caregivers be licensed. As a result Ontario has created a two-tiered system of home day care:

1. the licensed-agency system in which a limited number of homes are supervised by agencies and required to meet legislated minimum standards; in return, they receive regular support and access to a variety of funding, resources, and training opportunities.
2. a non-system, without legislation, consisting of informal arrangements (the majority of home-based caregivers) which are not required to meet any standards beyond that of having fewer than six children, do not have access to subsidized fees or direct grants, and may have only limited access to support if a child care resource program is not available in the community.

In recognition of some of these inequities and in response to concerns raised about the quality of care provided in some informal child care arrangements, Ontario introduced funding through the Day Care Initiatives in 1981 to "...improve the quality of informal care arrangements and to strengthen the capacities of parents to select and monitor such arrangements..." (Ontario. Ministry of Community and Social Services, 1981, p. 62).

One response to this funding has been the growth of a number of child care resource centres which provide a variety of child and family support services such as play groups, drop-ins, parent and caregiver groups, toy libraries and child care registries. Although program funds were targeted to support informal child care arrangements, a 1987 survey (Doherty Social Planning Consultants, 1987) reported that many of the programs focused on parents as much as on caregivers. In some communities where ministry area offices have sought to enforce the narrow objective of providing services solely to caregivers and working parents,

problems have arisen because, in practice, the distinction between parents and informal caregivers is somewhat artificial. Although a parent may come to a resource centre for support with her own children, many move on to become caregivers through joining babysitting cooperatives, taking part in drop-ins and other activities, or through the simple gesture of helping out another parent whom they have befriended.

Most child care resource programs make efforts to accommodate the needs of providers. However, because of their strong community development philosophy which emphasizes the participation of volunteers and community members in the design and day-to-day operation of programs, many child care resource services have a broader focus and stress participation of all interested members. It is also part of the nature of these programs to evolve, expand, and change over time in response to the most pressing needs of local community members, or to the availability of local resources, leadership, and expertise. Limiting or too narrowly targeting services provided through community-based programs hampers this responsiveness and undermines efforts to encourage parent control and community self-determination.

As a recent report by the Ontario Division of the Canadian Association of Toy Libraries and Parent Resource Centres (TLRC) has pointed out:

The Ministry of Community and Social Services documents have described a very narrow focus on support services [limiting them] exclusively to unlicensed child care providers and parents using this child care arrangement or looking for information on child care specific services. In reality, these community responsive programs have approached services from an ecological perspective incorporating the goals of family support and prevention. Attempting to focus solely on the informal child care system has been an unrealistic venture and does not approach the view of meeting the needs of families in a holistic sense. Family resource programs and services employ a holistic approach to supports and services to children and those who care for them (Ontario Division, Toy Libraries and Parent Resource Centres, Canada, 1990, June, p. 8-9).

By focusing solely on support to informal caregivers, current ministry policy is out of touch not only with the programs it funds but also with its own primary prevention initiatives which are encouraging the development of similar coordinated services to high-risk families, as well as with the findings of current research on family support.

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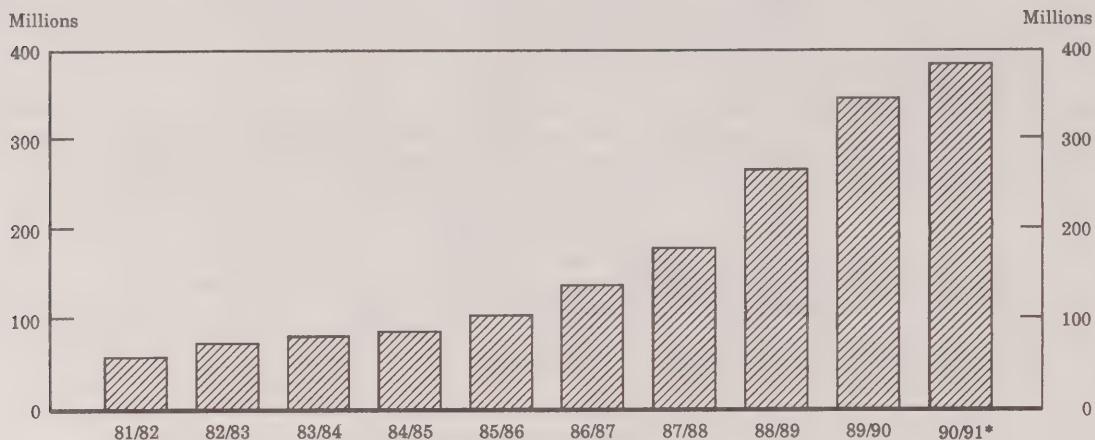
## Funding

Since the introduction of *New Directions* in 1987, federal-provincial funding for child care has increased considerably from about \$179 million in 1987-88 to an estimated \$384 million in 1990-91, an increase of 114.5% (not accounting for inflation) (Ontario Ministry of Community and Social Services, December 1989 and May 17, 1990). Figure 5.1 shows the actual and estimated expenditure on child care from 1981 to 1991. The introduction of direct operating grants accounted for a significant proportion of the increase. These grants made up over 18% of the estimated provincial budget for child care in 1990-91. In addition to the \$384 million expenditure estimated by the MCCS, \$12 million has been committed by the Ministry of Education in 1990-91 for capital expansion of child care programs in new public schools.

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Figure 5.1

Expenditure on Child Care, 1981-1991



\* Estimated

Sources: Ontario. Ministry of Community and Social Services, Child Care Branch. (1987, June). *Child Care: Annual Statistics*, p. 29, and Ontario Coalition For Better Child Care. (1990, February). *Child Care Challenge: Organizing in Ontario*. Statistics 7.

In 1989-90 the estimated federal-provincial expenditure on child care in Ontario was \$335.35 million (Ontario. Ministry of Community and Social Services, 1990, May 17, p. 6) allocated to the following categories:

	Million \$	%
<b>Subsidized care</b> (for non-handicapped children)	195.2	58.3
(for children with handicaps)	19.9	5.9
<b>Child care incentives</b> (start-up, resource centres)	26.0	7.7
<b>Direct operating grants</b> (program subsidies)	61.7	18.4
<b>Capital funding</b> (new facilities, expansion of existing programs)	20.5	6.1
<b>Employment-opportunities funding</b>	12.1	3.6

Although funding for child care programs has increased considerably since 1987, it has unfortunately not been able to keep pace with the demand for additional funds to expand child care subsidies and services or to shore up inadequate child care salaries and other operating costs of existing programs.

Further, the defeat of the proposed *Canada Child Care Act* (Bill C-144), the collapse of federal-provincial discussions about possible changes to child care cost-sharing arrangements, and the ceiling imposed on Canada Assistance Plan contributions to Ontario, British Columbia, and Alberta have all had a considerable impact on Ontario's willingness and ability to follow through with a

number of the financial commitments in *New Directions*. The original assumption that the cost of Ontario's expansion of child care services would be matched by the federal government has been proven wrong, resulting in the adoption of a number of provincial funding restraints and the serious undermining of many of the basic goals of *New Directions*.

From the perspective of the provincial government, child care programs are only one of a growing number of human services in competition for limited dollars. In addition to major commitments to fund child care as a public service, the Liberal government also made commitments to reform social assistance programs, to expand junior and senior kindergartens across the province (and to offer them on a full-day basis in some areas), to introduce pay equity, and to improve housing and programs for seniors, to name only a few.

In addition to the lack of sufficient funding to support a comprehensive child care system, there are a number of other issues connected with the funding of child care services. In general the continued funding of child care programs through the mechanism of fee subsidies is problematic. In some municipalities, where fee subsidies are at a premium, some centres have vacant spaces at the same time as the waiting list for subsidy is well into the thousands. In Metro Toronto, for example, the subsidy waiting lists are set up on a first-come, first-served basis. This means that a centre that loses a subsidized child also loses the subsidy and may not be able to fill the space because eligible families have not yet reached their turn on the subsidy waiting list and are unable to afford the full cost of care. This precariousness of subsidy funding has made budgeting difficult, created unstable financial situations, and ultimately forced a number of child care programs to close (Pigg, 1991). Other Ontario communities avoid some of these problems by distributing subsidies using welfare-based criteria (giving priority to single-parent families, families on welfare, or children with special needs) that are inconsistent with a public service philosophy.

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### Issues related to the direct operating grant

In January 1988 all licensed non-profit centres and private home day care agencies were given Direct Operating Grants (DOG) in an effort to increase staff salaries and benefits. After considerable lobbying, commercial programs were also offered half of the Direct Operating Grant (or the provincial share of the cost) in April 1988. At that time it was expected that the other half of the direct grant would come from federal cost-sharing under the proposed *Canada Child Care Act*. With the defeat of this proposed legislation, grants to commercial centres have continued at the lower level.

Programs were allowed some flexibility in the way they distributed the Direct Operating Grant (DOG). While the emphasis was clearly on improving staff salaries and benefits, the reduction of parents' fees was also allowed in special circumstances. Ministry guidelines required that a portion of the grant be given to program (or teaching) staff. However, the amount they received and the decision whether or not to distribute some of the money to all staff (cooks and cleaning and clerical staff, for example) was left to the discretion of each agency's board of directors.

As a result of this flexibility and the lack of a consistent interpretation of the phrase "special circumstances," the impact of the DOG has varied. Overall, 85% of the grant dollars were used to augment salaries and benefits. On average, the total increase for full-time staff was \$3,358 in non-profit settings and \$1,566 in for-profit settings. Of the non-salary expenditure, 24% was used to offset operating expenses, 22% went to transitional grant reduction, and 21% was used to reduce parents' fees. In private home day care virtually 100% of providers,

80% of full-time staff, and 69% of part-time staff received a portion of the grant. Eleven percent of the grant was used for non-salary purposes. Provider payments increased by \$721 (14%) for non-profit private home day care programs and 6% for commercial PHDC programs (Levy-Coughlin Partnership, 1990, p. 34).

While the direct operating grant improved many child care workers' salaries, at the same time it had some unintended effects which served to undermine the original goals. As a result of the way the DOG was distributed within and between programs, staff turnover in some areas increased and wage gaps escalated. (For example, programs operated by the Municipality of Toronto that were already paying relatively high salaries were not allowed to use the grant for purposes other than salary enrichment. As a consequence, the existing gap between the salaries paid by the municipality and salaries in community programs was further exacerbated, resulting in staff from poorly paid centres seeking employment in those offering better salaries.)

Unlike other provinces Ontario has been unwilling to define acceptable ranges for "reasonable salaries" or "affordable fees." Consequently centres were unable to justify using grant funds to enhance quality in other program areas once they had reached a certain acceptable salary level. Instead of reducing salary inequities across programs, the way in which the DOG was administered in many instances increased them.

In addition, programs employing more than the minimum number of required program staff were penalized because they had less money to distribute on a "per staff" basis than those which operated with minimum standards. Multi-service child care agencies were faced with serious internal salary inequities and a financial dilemma--being obliged to distribute the grant to staff in their child care programs but having no funds to make adjustments to the salaries of staff on the same salary grid (or members of the same union) working in other agency programs such as child care resource centres or information and referral programs. Further evaluation and adjustments are clearly required if the Direct Operating Grant (DOG) is to meet its original objectives.

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### Pay equity issues

Although the DOG has had some impact on the salaries of child care workers, because of their historical inadequacy, child care salaries still fall well below the average industrial wage. In 1988 the Ontario Coalition for Better Child Care calculated that the average weekly day care wage (including the DOG) was \$325, compared with the average weekly industrial wage of \$687 (Ontario Coalition for Better Child Care, February 1990: Statistics B). It was hoped that the provincial *Pay Equity Act* passed in 1987 would help child care workers close this gap in earnings. However, most child care workers' salaries are not covered by the Act, which uses comparisons between male and female job classes within the same organization to establish equity. Since most child care programs are dominated by female employees and do not include male job classes for comparison, the Act has had a very limited effect. So far, efforts by child care advocates to persuade the provincial government to amend the legislation so that it can improve child care workers' salaries have been unsuccessful.

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## Quality Assurance

### Inadequate enforcement of standards

In a five-part series in February 1989, the *Globe and Mail* reported that, "Nearly 40% of inspected day care centres and nursery schools in Ontario fall short of the province's regulations on safety, cleanliness or quality, a review of hundreds of inspection reports show" (McIntosh and Rauhala, 1989, February 3, p. 1). Later that year, the Provincial Auditor's Report criticized the government for "failing to crack down on day care centres that consistently flout the...laws and regulations" (*Toronto Star*, 1989, November 29).

Although promised in 1987 in *New Directions, the Day Nurseries Act: Enforcement Practices Review Report* was not released by M CCS until June 1990. As the title suggests, the report identified problems in a number of areas related to enforcement and licensing policies and procedures under the *Day Nurseries Act*. Among the problems it identified were:

- the lack of consistent operational policies and principles regarding enforcement of standards across the province.
- the inadequacy of certain aspects of present legislation and the need for more precise, specific terminology in describing minimum standards.
- a confusion between the ministry's consultation and enforcement roles and the need for "management" to "convey a clear message that enforcement is a priority" (p. i).
- the need to provide support and training to ministry staff to help clarify their roles and to assist them in working with persistent noncompliance and other problems areas related to licensing and enforcement.
- the need for a more efficient system of annual inspections and licensing and for better documentation and updating of files (Ontario. Ministry of Community and Social Services, 1990, p.i-ii).

The report made a number of short and long-term recommendations to address these problems, and the ministry adopted six of them as interim directives. These directives clarified some of the procedures and policies associated with the licensing and enforcement process that were readily amenable to change. Included in the remaining recommendations are:

- suggestions for improved training and support to ministry staff.
- the development of standard requirements and the use of a checklist for licensing inspections.
- clarification of the roles of ministry staff and procedures for dealing with programs that continue to be non-compliant.
- replacement of a number of discretionary items by more formal community or legislative standards.

The report also proposed that licensing be changed from an annual to a continuing process, with emphasis on a more rigorous initial approval process. Ministry staff would be required by law to visit programs no less than twice a year. This report is currently being circulated, and the ministry has promised public consultation prior to full implementation of the recommendations.

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### Lack of sufficient numbers of trained staff and training opportunities

Although specific numbers are not available, in recent years many communities in Ontario have reported serious shortages of staff with training in early childhood education. The staffing problem has two aspects. First, because of poor compensation, limited career opportunities, and poor working conditions, many trained people leave the field after only a few years work. Second, training opportunities have been limited both at the community college level for early childhood educators and at the university level for the training of child care administrators, planners, and policy analysts.

The MCSS has initiated a Human Resources Planning Project in cooperation with the Ministry of Colleges and Universities. The project consists of four components:

1. a review of the current equivalency process.
2. a review of the qualifications to determine core training for early childhood educators.
3. the development of an options paper to provide alternatives for determining equivalency.
4. a survey of supervisors, home visitors and resource teachers to identify specialized training issues. (Ontario. Ministry of Community and Social Services, 1990, April, p. 10).

Although the ministry has made some efforts to support the development of new courses and in-service training projects, these efforts have been far too limited to have had any significant impact on staffing and training problems. There is also some concern that the development of an options paper "to provide alternatives for determining equivalency" may result in the watering down of present training requirements in order to allow more semi-trained or untrained staff to work in child care centres. Perhaps the staffing problems are yet another outcome of the overall financing problems of child care and of the surreal situation in which the government claims to support a comprehensive child care system, at the same time as child care workers and parents experience continued restraints, unstable and inadequate funding, alongside an increasing demand for service.

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### Limited funding for research

The *Year Two Report* noted that in 1988 the ministry spent \$326,698 or only 0.12% of the total child care budget on child care-related research studies (Ontario. Ministry of Community and Social Services, 1990, April, p. 11). Most of the studies focused on information-gathering or surveys which provided basic information about the operation of the present system. While program evaluation is essential and should be an integral part of the operation and management of the child care system, there is also a need for government to support more basic research on child care. Questions such as the longitudinal effects of child care on children's development and later competency, the definition of quality care, and the range of child care supports families require for children of different ages are examples of the kind of critical concerns that need to be addressed. There is also a need for Canadian research that demonstrates the value of investing in child care; that is, the long-term economic, educational, and social benefits of supporting high-quality child care programs and the benefits of meeting the needs of specific ethno-cultural groups, native peoples, and francophones. The results of research carried out in these areas could make an important contribution towards the future development of a comprehensive child care system.

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## Chapter 6

### A BIBLIOGRAPHY OF CHILD CARE IN ONTARIO

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# CANADIAN NATIONAL CHILD CARE STUDY

## CANADIAN CHILD CARE IN CONTEXT: PERSPECTIVES FROM THE PROVINCES AND TERRITORIES

### YUKON REPORT

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This component of the Canadian National Child Care Study is a cooperative research project among members of the National Day Care Research Network, Statistics Canada, the Department of Health and Welfare Canada, and members of the twelve provincial and territorial report teams who participated in the development of *Canadian Child Care in Context: Perspectives from the Provinces and Territories*. Primary funding was provided by the Child Care Initiatives Fund, Department of Health and Welfare Canada; supplemental funds were provided by the Social Sciences and Humanities Research Council of Canada, and the Provinces of Ontario and New Brunswick.

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## Legend

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...	Amount too small to be expressed
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-	Nil or zero
q	Estimate is subject to high sampling variability and should be used with caution
N/A	Information not available or not applicable
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Note:	Due to rounding discrepancies may appear between totals and data presented in table form.



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## Chapter 1

### A SOCIO-GEOGRAPHIC OVERVIEW OF THE YUKON

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#### Introduction to the Yukon Territory

Yukon is home to almost thirty thousand people, probably more people than at any other time since the Klondike Gold Rush. Long before the 1896 discovery of gold at Bonanza Creek, aboriginal people lived in this land, hunting, fishing and gathering the natural resources that sustained them through summer's heat and winter's cold. In the 150 years since non-native people first arrived in the Yukon, there have been many changes in the lives of aboriginal people and on the lands that they have called home for countless generations. With their divergent cultural backgrounds and origins, aboriginal people and newcomers often lived in very different and sometimes separate realities. Today many families in the Yukon share similar opportunities and concerns, whether they are of aboriginal descent, from a long-established non-native or mixed family, or have recently arrived from "outside" the territory.

The triangular shape now designated as the Yukon Territory includes approximately 483,000 square kilometres of land and a wide variety of vegetation and animal species, minerals, oil and gas (*Canadian Encyclopedia*, 1988, pp. 2354-2356). Located north of the 60th parallel, the climate is typically hot in summer with 24 hour daylight, and cold in winter when the sun is above the horizon for only a few hours in southern areas and not at all in the far north. The terrain is both rugged and stunningly beautiful, dominated by mountain ranges interspersed with four major river systems, plus numerous large lakes. The Northwest Territories lies to the east, in the south is British Columbia, Alaska is to the west, and the Arctic Ocean skirts the northern tip of the territory. The Yukon's boundaries were imposed by European and Canadian politicians during the past two centuries, but no land settlement treaties were negotiated with the aboriginal occupants, who travelled and traded throughout the region without regard to borders until very recent times. In 1984 the first aboriginal land claim agreement was signed by the Inuvialuit people and the government of Canada pertaining to the Yukon north slope (*Canadian Encyclopedia*, 1988, p. 2356). The Council for Yukon Indians is in the process of negotiating a comprehensive land claim agreement in other parts of the territory.

Yukon's climate and geography have greatly influenced the timing and pace of developments within its borders. The Yukon interior was a mystery to outsiders until the mid-nineteenth century because access was difficult and expensive. In some respects much of the territory and many of its people remained isolated until the building of the Alaska Highway in 1942. People still live in relatively small communities separated by vast distances, connected by transportation and communication systems that have been slow to develop and costly to operate. There is a tremendous diversity with respect to lifestyles, cultures and economic activities. An awareness of the roots of this diversity and of the interaction between people and the land should eventually lead to a new understanding of the challenges facing Yukon families today.

As noted, the population of Yukon is approximately 30,000 people. "Nearly three quarters of all Yukoners live in four centres," Whitehorse, Faro, Dawson City and Watson Lake; "two out of three live" in the territory's capital of Whitehorse (population 16,000) (*Canadian Encyclopedia*, 1988, p. 2355).

Approximately 25 percent of the Yukon's population is comprised of Indians. There are six small reserves in Yukon, but "the Indian reserve system has never been highly developed" and "only a few are occupied" (*Canadian Encyclopedia*, 1988, p. 2355). The largest portion of the Indian population form the majority of the population in the rural communities. Currently there are 4,716 native persons residing in 13 bands.

The primary industries of Yukon are mining and tourism. Mining "comprises approximately 40 percent of the territory's economic base." The dependence on mining makes the territory economically vulnerable, as metal prices can vary greatly from year to year. In the early 1980s the territory's major mining operations closed due to "depressed world markets and depleting resources." This resulted in a serious economic crisis and a decline in the population. In 1986, the Yukon's major lead-zinc mine reopened in Faro and, combined with a record-setting year in placer gold production, resulted in a rebound of the economic situation (*Canadian Encyclopedia*, 1988, p. 2355). The placer industry achieved further new records in 1987 and 1988 when two new hardrock gold mines opened (pp. 2355-2356).

Tourism is the second major industry in the Yukon and largely sustained the territory during the slump in mining. Visitors come for the majestic scenery and the territory's colourful gold rush past. Dawson City, the hub of the Klondike Gold Rush, and former capital of the Yukon, is largely composed of "reconstructed building and artifacts dating back to the gold rush era" (*Canadian Encyclopedia*, 1988, p. 2356).

Tourist services and well tended campgrounds are available along the Alaska Highway. Every year approximately 400,000 people travel this route to the Yukon. The Kluane National Park located at Haines Junction provides spectacular scenery, hiking trails and opportunities to see wildlife in their natural habitat (*Canadian Encyclopedia*, 1988, p. 2356).

Yukon also has a manufacturing sector that is steadily growing and contributing to the economy. Products include jewellery, furniture, vinyl windows, trusses and handicrafts (*Canadian Encyclopedia*, 1988, p. 2356).

The fishing, trapping, forestry and agricultural industry in Yukon has not been highly developed. However, "subsistence fishing and hunting carried out primarily by" the Indian population is a vital economic activity in the smaller communities (*Canadian Encyclopedia*, 1988, p. 2356).

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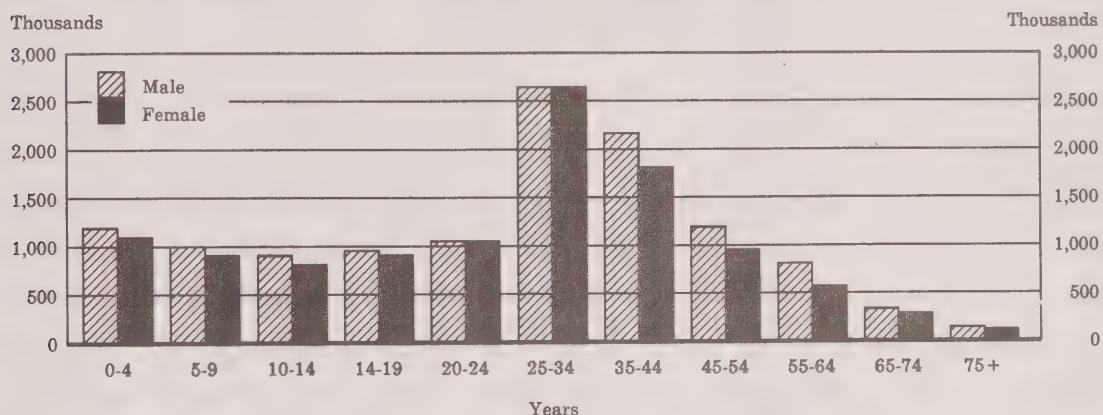
## Population Characteristics

### General Population Statistics

The Yukon's growth rate has fluctuated over the years. The population rose 1.0% in 1980 and 4.5% in 1981. It then fell 5% in 1982 and 4.4% in 1983 (Yukon. 1988, July, p.1). Since that time it has increased steadily. According to the 1986 census the total population of Yukon was 23,505 (Yukon. 1988, July, p. 3) and rose to 28,736 in 1988 (Yukon. 1991, February, p. viii). The population of the Yukon has a large base of young people.

Figure 1.1

Population, by Sex and Age, Census 1986



Source: Yukon. Executive Council Office, Bureau of Statistics. (1986). *Census Profiles, 1986. Part 1.* p. 4.

One characteristic of the Yukon is the highly transient nature of its population. Workers are attracted by the high wages, they tend to stay a short time and return "outside" (Canadian Encyclopedia, 1988, p. 2355).

### Labour Force Statistics

In 1986 labour force statistics indicated that of the total labour force of 12,859, 11,037 people were employed and 1,821 were unemployed (unemployment rate of 14%). In 1988 the total labour force increased to 14,352 people, 12,628 were employed and 1,724 were unemployed (unemployment rate of 12%) (Yukon. 1991, February, p. 10).

Government, including federal, local and others (such as Indian administration), was the highest employer with accommodation and other service sectors second, and wholesale and retail trade third (see Table 1.1).

Table 1.1

Total Employment by Sector for the Yukon Territory, 1987-1988

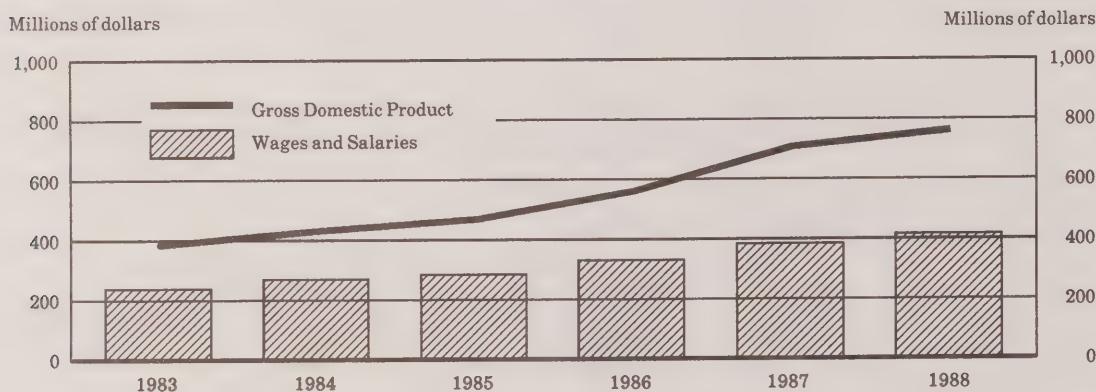
	1987	1988
Agriculture, Fishing and Logging	48	62
Mining/Exploration	986	1,127
Manufacturing and Construction	789	1,010
Transportation and Communication	1,202	1,265
Wholesale and Retail Trade	1,616	1,902
Finance and Real Estate	370	408
Business and Education Services	353	399
Government	4,234	4,247
Health and Social	222	256
Accommodation/Other Service	1,751	1,936

Source: Yukon. Executive Council Office, Bureau of Statistics. (1991, February). Yukon Statistical Review, Third Quarter, 1990. (Table 6.2), p. 11.

Employment, wages and the Gross Domestic Product have all risen steadily over the past five years.

Figure 1.2

Earnings, Income and Employment: Gross Domestic Product and Wages and Salaries, The Yukon



Source: Yukon. Executive Council Office, Bureau of Statistics. (1991, January). Yukon Fact Sheet. no page number.

Table 1.2 shows income from employment only. Yukon's median employment income stood at 20,300 in 1988 and grew at an average annual growth rate of 5.1 percent between 1983 and 1988. The highest incomes were reported in Mayo/Elsa and Faro, both mining communities (Yukon. 1990, November, p. 3).

**Table 1.2**

**Median Employment Income, Yukon, 1983-1988<sup>1</sup>**

Community	1988	1983	Average Annual growth rate
	\$	\$	%
Beaver Creek, Destruction Bay,			N/A
Burwash Landing, Swift River, Tagish (combined)	17,000	N/A	N/A
Carcross	10,200	8,044	4.7
Carmacks	10,700	6,090	11.3
Dawson City	15,900	10,898	7.6
Faro	26,300	20,407	5.1
Haines Junction	14,500	12,226	3.4
Mayo, Elsa	22,100	N/A	N/A
Old Crow, Pelly Crossing	10,000	N/A	N/A
Ross River	12,000	N/A	N/A
Teslin	11,700	8,494	6.4
Watson Lake	15,200	13,922	1.8
Whitehorse--Other	17,800	N/A	N/A
Whitehorse--Crestview	25,700	20,076	4.9
Whitehorse--Downtown	19,000	14,453	5.5
Whitehorse--Marwell, Indian Village, Takhini	23,000	N/A	N/A
Whitehorse--Port Creek	24,400	18,745	5.3
Whitehorse--Riverdale	25,000	20,334	4.1
Whitehorse--Valleyview, Hillcrest	26,100	N/A	N/A
<b>Yukon</b>	<b>20,300</b>	<b>15,731</b>	<b>5.1</b>

<sup>1</sup> Shows Income from employment only.

*Source:* Yukon. Executive Council Office, Bureau of Statistics. (1990, November). *Statistics*. (Information Sheet No. 19-90.11), p. 3.

A breakdown according to sex shows that for the territory as a whole median employment income for men rose to \$25,700 in 1988 from 19,930 in 1983, a rise of 5.1 percent per annum on average; for women it was \$15,500 in 1988 and 12,000 in 1983, an average annual increase of also 5.1 percent. The Yukon's median employment income was second highest in Canada in 1988 and its growth rate over the previous five years exceeded the national rate by 2.8 percent (Yukon. 1990, November, p. 3).

### Family Characteristics

The Yukon is an unique community in that 30% of all Yukon families with preschool children are headed by single parents and in 1988 over 70 percent of Yukon women of employment age worked outside the home (Yukon. 1989, p. 3).

Yukon has the second highest birth rate in Canada (second only to the Northwest Territories). The birth rate has increased steadily since 1985 (see Table 1.3).

Table 1.3

Vital Statistics for the Yukon Territory, 1985-1988

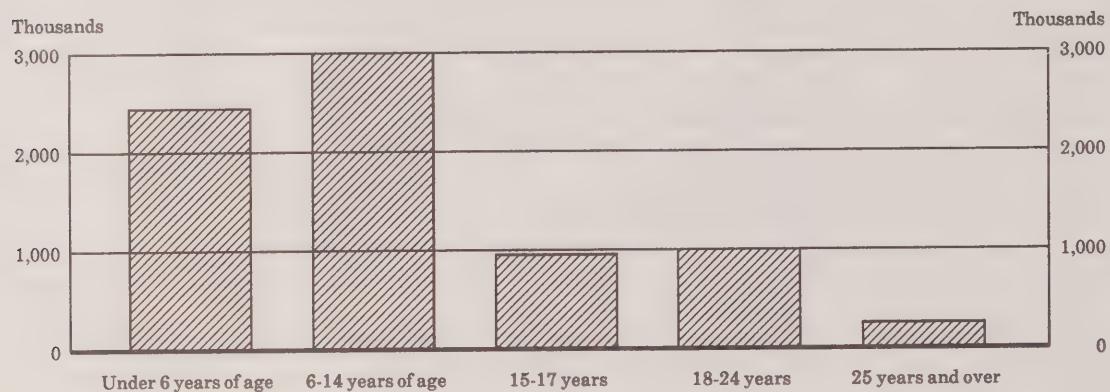
	Births	Deaths	Marriages
1988	527	136	210
1987	491	104	189
1986	483	116	182
1985	408	122	191

Source: Yukon, Department of Health and Human Resources and Statistics Canada, (Cat. No. 84-205) prepared by Yukon, Executive Council Office, Bureau of Statistics. (1991, February). *Yukon Statistical Review, Third Quarter, 1990*. p. 7.

The increasing number of births contributes to what is already a disproportionately large child population compared to other age groups in the Yukon (See Figure 1.3).

Figure 1.3

Total Number of Children, by Age, Census 1986



Source: Yukon, Executive Council Office, Bureau of Statistics. (1988, July). *1986 Yukon Census Profiles, Part 1 - 100% data*. p. 4.

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## Chapter 2

### AN HISTORICAL OVERVIEW OF CHILD CARE IN THE YUKON

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In the ideal situation the young ones learn from the elders.

In the native community here there is a circle of life...

(Chief Doris McLean quoted in: Yukon. *We Care*,  
1988, August, p. 2)

Many cultural and historical studies have focused on political, social and economic developments in the Yukon, but few have looked specifically at how these events affected children and their caregivers. As many new initiatives are being considered for the care of children and support to families, it is useful to reflect upon what has happened to children in the Yukon over the past 100 years or so. How have events of the past influenced the ways in which we perceive the needs of children today? Are Yukon children and their caregivers now fundamentally different from those of days gone by? How did the Yukon's geography, climate, economy, social and political structure affect children yesterday -- have these factors changed significantly, and will they change in the future? Is the Yukon different from other areas of Canada, if so, in what ways is the territory unique and what impacts do children feel as a result of living here? This report will provide a brief introduction to some aspects of Yukon child care practices and issues, past and present.

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#### Kwädày Kwädän - "People of Long Ago"

Kwädày Kwädän means "people of long ago" in southern Tutchone, which is one of seven Indian languages spoken in the Yukon today. There are two main language groups, the Inland Tlingit of the southern Yukon, who are closely related to coastal Indian people in Alaska and British Columbia, and the Athapaskans of the interior including Southern Tutchone, Northern Tutchone, Kaska, Tagish, Han and Gwich'in people (McClellan, 1987). Some Inuvialuit families hunt and travel along the Yukon's north slope but since they are not involved with the current Yukon child care system, this study will concentrate on the cultures of the southern, central and northern territory.

In earlier times Yukon Indian people did not have treaties or maps defining political borders, but they developed social systems for controlling and sharing the land and its resources, and for taking care of each other. One traditional social group was the band, which consisted of approximately twenty to thirty households of people who usually were related to one another, spoke the same language and shared an area of land within one watershed. Researchers estimate that there were twenty to thirty bands in the Yukon during the nineteenth century (McClellan, 1987). Generally a band would have a number of local groups, each with several households that would travel and live together within different parts of the band's area. The whole band would only be together at special times and places where a large fish camp or caribou drive could support

many people or when a large group was required to work together. The composition of households could vary considerably from one to another and might change from time to time as members died, gave birth, or were joined periodically by relatives from another household or local group. A household might consist of a headman (leader of the local group), his wife (or wives) and children, and the wife's sister with her husband and children. In another nearby shelter might live the headman's brother and wife, their children, and perhaps a nephew from another area. Widows and orphans would be accommodated in the household of a close relative. In each local group it was important to have enough adult men to hunt, trap and fish and enough women to process the meat and hides, do the sewing, gather wood and water, as well as look after the children (McClellan, 1987).

In addition to the bonds of household and local group, every Indian person was closely tied to a kinship group. Yukon Indians traditionally traced their kinship matrilineally. Back through many generations on the female side every person, male and female, belonged to a matrilineage. As well, in the southern Yukon, each matrilineage was part of a clan, and every clan was part of either the Crow or Wolf moiety (moiety is derived from the French word for half and is a term anthropologists use to describe a society that is divided into two halves). Matrilineage, clan and moiety affiliations were important because there was a strict rule that people from the same matrilineage or moiety should not marry. A Crow always had to marry a Wolf. Many important social obligations, ceremonial functions at potlatches, and access to particular lands and resources were related to these affiliations. Although people traced their ancestry matrilineally, their fathers' side was also important since many social occasions required people of the opposite side to perform certain functions. McClellan (1987, p.186) states that "Father's people made up the other half of every individual's social world. Both halves were needed to make a whole, and the moiety system ensured that there were "mother's people" and "father's people" wherever a person went." In the central Yukon people also traced their ancestry through matrilineal lines and in the north there appears to have been a similar system among Han and Gwich'in people. The significance of this kinship system was that everyone was part of an extensive and interconnected social network which provided the organization for physical sustenance and emotional support from birth to death.

Every person had important tasks and responsibilities within their household and extended groups. While the subarctic landscape and climate supports many different species of fish, animals and plants, it does not foster large or dense populations, and potential food resources are spread over a vast, varied terrain. Extensive and almost continuous travel and cooperative resource-harvesting were essential to the survival of the Yukon Indian people. Their technology had to be portable and adaptable to many different circumstances. Children had to begin learning the lessons of survival at a very early age (McClellan, 1987).

Almost everyone within a camp would be involved in caring for and training young people but there were special roles for close relatives on the mother's side, and for mother and father too. A new baby would be packed by the mother most of the time in a special carrier often made of birchbark (where available) and mooseskin, lined with moss (as a disposable diaper) and soft furs. Youngsters were much loved and carefully supervised by older siblings, grandparents, or other relatives when their mother was busy. Children from the age of four or five were expected to help in the camp. Boys would cut wood and pack water, girls would sew and cook, and all children helped with berry picking and setting snares. A young boy would learn by watching and practising skills demonstrated by his father, his mother's brother and paternal grandfather. Maternal uncles

often provided the strictest discipline for boys, since they were of the same clan and could be tough without offending other clan members. Girls were taught by their mothers, maternal aunts and grandmothers, while paternal aunts had special roles when a girl first menstruated. "Myra Moses, a Loucheux [a language group, alternately known as Gwich'in] of Old Crow, has told how misbehaving children were warned that a large owl would take them away, or that a marten was watching them from the sky" (McClellan, 1987, p. 195). Grandparents told stories and legends about the past that helped young people learn about proper ways to behave. The cycle of life in traditional Yukon Indian culture revolved from birth to death within a strong web of family extended-kinship bonds. Elders were highly respected for the knowledge, wisdom and experience they had gained. Children were encouraged to help them and to listen closely to their advice.

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### Time of Change 1840 - 1896

Long before Yukon Indians saw white people, they heard about them, and many had been using goods manufactured in far off countries for several decades before they had direct contact with Europeans. John Franklin was the first European explorer to travel in the Yukon in 1825 when he surveyed the Arctic Coast and met many Inuvialuit people. In the south and central regions Hudson's Bay Company traders established posts along the Liard, Pelly, Porcupine and Yukon Rivers in the 1840s. Missionaries, surveyors and miners soon followed and by the 1880s there were several hundred non-native people living in the Yukon Valley year round (Johnson, 1989). While these initial decades of contact were peaceful and allowed for many useful exchanges of technology between newcomers and aboriginal peoples, the effects of epidemic diseases were devastating among the native people who had no natural immunities to the scarlet fever, smallpox, measles and tuberculosis carried by the fur trade brigades. Yukon Indian elders today tell many stories of the first meetings between their ancestors and white people. Considering the difficulties of communication which must often have occurred when neither side spoke the other's language, and the differences in food preferences, clothing and social customs, these must have been interesting times for all concerned.

One traveller in the southwest Yukon named E. J. Glave wrote about a family of "Stick" Indians (the name often used for southern Yukon people by early explorers) he met in 1890 at Frederick Lake near present day Champagne. The father, mother and one young son greeted Glave and his companion, Jack Dalton, warmly. Later,

two other small boys made their appearance and we learned that these two little fellows had been startled by our unusual appearance...The old couple had their time fully occupied in sewing and attending to their little stock of skins and furs, sorting them over, slicing up moose-hide into thongs, soaking and stretching deerskin and cleaning, dressing and drying the fish they were catching...Early in life the youngsters are initiated in the art of looking after themselves They had set traps for small game, and during the day, several small ground squirrels were brought in, which they threw in among the ashes, and when the hair was singed off, toasted them on spits over the fire...Every now and then the old gent and the elder boy would leave their campfire and taking their canoe would paddle over to their fishing lines, which they had set out about the lake. These they hauled up and brought along the fish which were either eaten or hung to dry

...(Glave in *Frank Leslie's Illustrated Newspaper*, 1890, November 16 and 22, no page number).

By the mid-1890s there were still some regions of the Yukon where no white people had travelled or at least where none resided year round. The largest settlement of non-native people was at Fortymile with roughly 500 residents (Duerden, 1981, p.25). Many new ideas, goods and services had been introduced into the region, but Indian people still made up the majority of the population, estimated to be about two to three thousand people, and most of them continued to pursue their traditional lifestyles.

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### Klondike Gold Rush - Boom Times 1896-1902

The relative tranquillity of these early contact years was shattered by the Klondike Gold Rush which triggered the first of several dramatic boom periods in Yukon history. The discovery of gold on Bonanza Creek was made by two Tagish Indian men, Skookum Jim and Dawson Charlie, and their non-native brother-in-law, George Carmack. Within the space of two years the majority position of Yukon Indian people was swept away by the influx of tens of thousands of gold seekers making a mad dash to the Klondike. In response to these events, the Canadian Parliament passed the Yukon Act of 1898, creating a new territory and establishing government institutions for the new frontier community. Yukon developments have often been dramatic and fast-paced, but limited in terms of physical impact to a small area or part of a region. Nevertheless, the ripple effects of such developments influenced people far beyond the immediate scene of action. This was the beginning of a new era for many people, one which would change the region forever and create many divisions between native people and newcomers (Johnson, 1989).

A few women and children were among the stampeders on the Chilkoot Pass, but most men left their families at home. The White Pass Railroad was built from Skagway to Whitehorse in 1901, from there sternwheel boats travelled to Dawson City in summer. With these services in place more families journeyed north to begin new lives in the frontier mining community. Birth statistics for non-native babies show a dramatic rise during these years: in 1898 = 1, 1899 = 11, 1900 = 44, 1901 = 92, 1902 = 139, 1903 = 161 (Cruikshank, n.d., p.4). Most of the new mothers had no close relatives in the Yukon, certainly not their own mothers, sisters, and aunts who might have assisted them with birthing and infant care in their former homes. In *My Ninety Years*, Martha Black recounted the birth of her baby in the spring of 1899 after she separated from her husband and ventured to the Klondike with her brother. At first she was "terror-stricken" to realize that she was pregnant and could not leave the country. "I could never walk back over that Pass. Neither could I face the ravaging ordeal before me alone, helpless and most of my money gone. Life had trapped me." Winter was coming and that year there were severe food shortages in Dawson City. The cost of medical care was beyond her means. Making baby clothes from table cloths and other remnants of her stampede outfit, she gradually regained her composure. "I knew that if I got through safely and my baby was well, I would have many happy hours caring for him, and when the Yukon River broke up in the spring we would go out to our dear ones" (Whyard, 1976, pp.42-43). Her brother and the miners living nearby helped to look after the baby, and come summer, her father arrived from the United States to take her home. She later returned to the Klondike to operate a successful sawmill business. She brought the baby and her other children north, remarried, and in time served as Yukon's Member of Parliament.

Schools were a high priority for non-native parents. By 1899 both Anglican and Roman Catholic schools were operating in makeshift quarters at Dawson City with meagre financial support from parents and teaching assistance from missionaries. Soon a public school and Roman Catholic school were supported by government funds, while smaller schools were established in communities on the creeks and at Whitehorse (Almstrom, 1980, pp.4-5). A kindergarten program was offered briefly at the Dawson Public School. The Yukon Education Ordinance passed in 1902 was the first legislation specifically concerned with the welfare of children. Native children were excluded from these new schools, and it was left to the Department of Indian Affairs to provide funds for Indian schools which were operated by missionaries.

For some Yukon residents, the first few years of the century were probably a relatively stable period, compared to the frenzy and upheaval of the gold rush. For those with a steady source of income in Dawson City or Whitehorse, it was possible to build a modest but elegant home and obtain sufficient supplies of food and clothing. In fact, the cosmopolitan nature of the Klondike population fostered the availability of a wider variety of goods and services than would have been found in some southern Canadian communities of the time (Archibald, 1981; Archibald, 1982; Guest, 1982). Transportation and communication links to the outside world were costly, but perhaps the most significant difference between a Dawson City lifestyle and that of a southern non-native family of like means would have been the great distances separating those in the north from their relatives.

There were much greater differences between native and non-native families within the territory. The former found themselves displaced and discriminated against in many areas of their homeland, while non-native newcomers built an increasingly sophisticated society on the frontier. Before the gold rush, Indian people had knowledge and skills that were essential to non-native people. The new Yukon economy was focused on gold mining and transportation services, and there were large numbers of non-native people available to work in these industries. Expanding settlements and industrial activities affected wildlife resources, making it harder for Indian people to follow traditional lifestyles. For many of them this was probably a difficult period. As with future booms, the gold rush was followed by a down period that had devastating effects for those whose roots were only recently set down in the north.

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### Isolation and Segregation, 1903-1939

Both newcomers and long time residents grappled with the downward economic spiral which gripped the Yukon after 1904 (Morrison, 1968). New gold discoveries in Alaska, as well as the transition to large scale corporate mining in the Klondike contributed to an outflow of population that soon left a surplus of businesses and houses. For many people there was no hope of recouping investments made in the boom period. They sold out as quickly as possible in order to move on to better prospects (Berton, 1952; Canham, 1898-1908; Morrison, 1968). Fewer riverboats were needed to carry goods to Dawson City. The last boat of the season became an increasingly poignant event as many of the people who remained felt more isolated than ever in their northern homes. They faced the painful process of saying goodbye to friends while questioning their own future in the Yukon (Johnson, 1989).

Indian people throughout the territory were facing a different set of problems. The boom years introduced new goods and services, employment opportunities, and ideas. There were also negative impacts, the most severe being increased exposure to diseases and alcohol. Diphtheria, dysentery, and

tuberculosis reached epidemic proportions, creating much sadness and confusion. Ironically, some non-native people viewed Indian people as a serious threat to public health, as a result of these epidemics, leading to expressions of racial intolerance, and segregation in schools, hospitals and other public facilities. In some areas like the Klondike, Indian people experienced shortages of fish and meat supplies as a result of mining and other activities (Johnson, 1989).

World War I dealt a severe blow to the already fading dreams of many non-native Yukoners. In 1911 the census recorded only 8,512 people, but by 1921 that number decreased by half again to 4,000 (Morrison, 1968: Appendix A). Hundreds of the men who enlisted for overseas service were killed or never returned to the north. The gold industry was devastated by crippling costs, lawsuits and labour disputes. While territorial politicians convinced the federal government to grant representative government in 1908, by 1919 Ottawa concluded that the small population warranted only minimal government expenditures and reduced the elected Yukon Council to three members from ten (Johnson, 1989). The one positive political development was the enfranchisement of non-native women in 1919; Indian people were specifically excluded from eligibility to vote or to run for election to the Yukon Council until 1960.

The experiences of Yukon children and their caregivers were as varied as the many different communities of the territory during these years. Oral histories contributed by Indian women for this study illustrate the many ways in which they were living in two worlds, carrying earlier traditions with them while integrating new technologies, goods, and institutions like school into their lives.

Effie Linklater was born in Old Crow in 1915. She was raised first by her parents, then went to live with her grandparents, and later attended school in Dawson city for four years. Her father was of mixed Indian and non-native ancestry so she attended Dawson Public School and boarded at St. Paul's Hostel (run by the Anglican Church). These are some of her memories:

My grand-mother told me that I caught a rabbit when I was six years old...I set the snare, tied it on a willow, she show me how to do it so the next place I set my own snare I caught a rabbit: for that she made a feast that summer...Years ago any young person catch their first catch, no matter what it is, they put on a big feast for them...The first time I went to school I was eight that winter and I turned nine...then the next thing I know is my grandmother is going away...When the boat was pulling away I really cried...I couldn't talk English very good...In Dawson that's the first time I see Christmas tree, Christmas decorations...anytime now they keep saying, everybody was excited...I was excited for what I don't know. All at once I heard dog bells, first thing that came to my mind was my Dad. I want to yell out "Dad's coming"...All at once this big red man was coming in with bells ringing and everything...Anyway he said "I just pass Old Crow on my way down from the north and I saw Neil McDonald (Effie's father) and his wife Julia and his children, they told me to say hello to their daughter." We never see those thing up there I just thought he was lying 'cause we don't see Santa Claus and things like that in Old Crow...Next thing I know this big box with my name on, he say, "I brought this from the North Pole for Effie McDonald." I don't know what North Pole mean, it was my first year, I was just in grade one. Oh I was shaking, I tried to make myself brave and walk to that, and I opened it. Here it was a big Raggedy Ann...It was my first Christmas and everyday I want Christmas to come

around everyday. But home is the best place, I think everybody thinks their home is the best place (Effie Linklater, personal communication, 1989, October 23).

Frances Joe was born at Hutchi in the southern Yukon in January 1931.

My mother told me I was born in a tent, because I was so small she had to keep me near the stove to keep warm...I was raised at Hutchi and way down our trapline down forty to fifty miles from Hutchi. As I can remember we were taught to snare squirrels, trap muskrats and snare rabbits since that was what we ate. We sold the squirrels and muskrats...there was four of us in our family that time, I was next to the oldest. My chores were to cut the wood, help the boys and my sister would help pack the water and then I'd have to help cook. I learned how to make bannock at an early age because my mother was always busy. She helped my Dad trap also so she was not around that much but we were at home and we had all these chores to do. The toys we had, we had to make and we found that sliding down with a gopher skin parka was lots of fun... for skates we wet our moccasins or mukluks and freeze them, then we'd slide with them on the ice. That was our fun and we found our own fun, we didn't have that much time to play. But my Aunt Lily was always there, she stayed with us most of the time...Grampa Joe came by every ten days, he'd run his trapline too...My mother would be around trapping squirrels and she was home every night, we never was left alone during the night...After we trapped all winter...then we start packing up to go back to Hutchi...It's a long walk, forty to fifty miles, then we'd get to Hutchi and I remember walking what seems like a long long way to me when I was a child. I must have been about five or six...but we did this cycle every year...And when they told us we could go and stay in the boarding school (Carcross) I was glad because I was tired of walking back and forth, back and forth. But I can look back now and say that I did enjoy it all, it was tiring, a lot of work, we learned to work...(Frances Joe, personal communication, 1989, October 12).

Antonia Jack is a Tlingit woman who now lives in Whitehorse, but she was born in 1914 at Atlin, British Columbia. She was sent to a Roman Catholic mission school after her parents died.

Right today I'm still thankful for it...Right today I can read and write now I can see things for myself...I never blame the school, me, I think to myself the Sisters and Fathers were pretty strict, very strict and I keep thinking about it...Twice I got punished and I wasn't responsible and I got punished for these two things...I keep thinking I probably would have got in a lot of trouble if I didn't go to school because I had no father, no mother to tell me don't do this, don't do that...When I came back from school I was just like some white women. I don't know bush life because my Dad didn't take us out in the bush...I was so green I don't even know what an Indian life was. I don't know how to make moccasins, I don't know how to do nothing...So I got married and my mother-in-law tells me "You have to learn these things you know"...I didn't even know how to speak Tlingit, I couldn't even speak one word of it...It was really hard but I had my ears open all the time and listen to everything...But in no time at all I was talking Tlingit. Then when we went out in the bush I was really green...but I just sit and look at her, how she do it and everything, how she make sinew...I

learned how to make moccasins, I learned how to make dry meat, fish everything...finally we came back to Atlin, the priest walk up to me one day and told me "You always go out trapping, what about those kids...why don't you let me send them out to that same school that you went to." And my father-in-law and my mother-in-law, my husband, they don't want them to go out...how can you say that to sent you kids so far away? I say "I love my kids and I love them enough to see them read and write..." So [the priest] put them on a plane and flew to Carcross and went right on to the same school I went to. Of course I didn't run around laughing, I cried and cried after they left...In Atlin the white people didn't like the Native children to go to school with the white children, they don't like to mix with them. That's the reason why we had to send our children to Lower Post. (Antonia Jack, personal communication, 1989, September 27).

Non-native families lived in a variety of challenging circumstances in the Yukon during these years too. Some lived at small settlements like Ft. Selkirk where steamboats called in summer months but in winter the only links to the outside world were the telegraph line and the overland trail. Travel was by dog team or horse-drawn stage. There were no all-weather roads to connect communities. The introduction of airplanes in the late 1920s was a welcome opportunity to travel more quickly and comfortably. However few families had the means to travel frequently by any mode of transportation. Most people remained isolated and closely tied to their communities. Neighbours and friends were important, not just as social contacts, but to assist with child care needs that might have been shared by extended family in the south. Some people did have close relatives in the Yukon, or a woman might come north to help a sister with her child as Mattie Chapman did in 1932. Mattie fell in love with Dawson City and with a young mountie named Chappie Chapman. They married and raised a family in the Yukon. She remembers that people often helped each other in the community because they were so far from their families in the south (Mattie Chapman, personal communication, 1989, September).

Regardless of their origins or their location in the territory, Yukon residents were isolated for the most part from the outside world because of the lack of roads. In addition, native people frequently found themselves excluded from many aspects of local community life or segregated in separate institutions. In some respects these circumstances were beneficial as many Indian people continued to live in their traditional ways. All of this changed dramatically when World War 2 developments resulted in a new boom period that transformed the Yukon.

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### Sudden Transformation - WW2 and Aftermath, 1940-1960

Although a highway to Alaska had been under consideration since the late 1920s it was the bombing of Pearl Harbour in December 1941 that finally convinced Canadian and American politicians to proceed with the project. Within one year, the entire route was surveyed and the pioneer road linking the Yukon and Alaska to the rest of North America was a reality. The consequences were far reaching and in some cases devastating for the people of the North. No one foresaw the epidemic diseases that once again ravaged native communities, nor the extent of the economic social changes that would affect all northerners upon its completion.

The population of the territory swelled temporarily to more than 30,000 in the summer of 1942. The majority of newcomers were men who stayed very briefly, but the impact of their activities was enormous. The abundance of jobs in the southern Yukon drew both native and non-native people from elsewhere in the territory in record numbers. The population explosion put new pressures on wildlife particularly along the construction corridor. It also resulted in social disruption. The territorial government introduced new legislation (Yukon Council, Ordinances, An Ordinance to Provide for the Maintenance of Children of *Unmarried Parents*, 1942; An Ordinance Respecting the Adoption of Infants, 1942; An Ordinance Respecting the Prevention of Venereal Disease, 1943; An Ordinance to Provide for the Protection of Children, 1945) for the protection of children and support of unwed mothers (Johnson, 1989).

In the postwar period the boom subsided but the population of 9,000 was roughly double that of prewar years, concentrated primarily at Whitehorse and in new communities along the highway. The year-round road connection with the south ended the isolation of the past allowing a continuous flow of goods, services and people. There was a greater awareness of, and concern for, the north in Ottawa. Federal funding provided new road construction and other community improvements. In 1953, the federal government moved the territorial capital from Dawson City to Whitehorse, which was the focal point for much of the new development in the Yukon. Dawson City residents were not only disappointed but experienced economic difficulties as well (Johnson, 1989).

Federal officials realized the extent of tuberculosis infection among northern native people, initiating x-ray programs to identify those with the disease. Many people were sent for treatment to hospitals outside the Yukon, often for several years, during which time their families had to either look after children left behind or send them to mission school (Lori Jackson, personal communication, 1989, September). New government programs such as family allowance offered some financial assistance to these families but only if their children were attending school. Indian children were excluded from territorial public schools until the late 1950s so the mission schools were crowded. Some Indian parents felt pressured to move into communities so that their children could be in school, but this often meant that families were separated for long periods if the men continued to trap and hunt (Irene Adamson, personal communication, 1989, March). Parents who stayed in the bush were handicapped without older children to help with chores and the care of little ones. In town, housing was difficult to obtain and expensive, so many families lived in crowded, inadequate homes (Frances Woolsey, personal communication, 1989, September). People could travel more easily to traplines and hunting areas on the new roads. If their children were away at school they could bring them home for holidays and visit them occasionally. Frances Joe recalls her mother's feelings about sending her children to school:

I left when I was about twelve or thirteen...we all left. My mother didn't want to send us because my brother went to Dawson, he was gone for three years, she didn't want this to happen, but Carcross was closer and we could get out for the summer and by that time the roads were built so we are able to get home. (Frances Joe, personal communication, 1989, October 12).

While mission schools offered new knowledge and skills, many Indian children suffered severely in being dislocated from their families and their cultural roots. Discouraged from speaking their native languages or even punished for doing so, they knew only an institutional lifestyle, sometimes for years at a stretch. Often they had little idea how to interact in traditional kin and family settings when they returned home. When they had children of their

own they had little family experience upon which to build a home life. Parents faced the double dilemma of wanting to see their children acquire the skills to cope in the white world, while worrying that they would lose their traditional values, language and culture (Nedaa, 1987; Smarch and Joe, 1989).

Non-native parents in Whitehorse also encountered problems with housing shortages, plus overcrowding and unsafe conditions at the public school. Both the Canadian airforce and army established bases in Whitehorse in the late 1940s with new housing and modern services for military personnel. These subdivisions were located 'up the hill', resulting in few benefits to people in the old townsite other than expanded business opportunities. The rapid growth of the community outstripped the meagre amenities developed for the small town that existed before the war. Sewer and running-water systems were unavailable to many Whitehorse residents until the mid-1950s and even longer in smaller communities (Johnson, 1989). Yet people felt there were advantages to living in the north with its friendly small communities, the sense of adventure and fresh opportunities for doing new things on the frontier (Joyce Hayden, personal communication, 1989, September 29).

In terms of caring for their children many parents, native and non-native, operated in new and unfamiliar surroundings during these years. When they moved into communities from the bush, native people had to adjust subsistence activities to fit the school year, or find other sources of income to buy food and replace lost earnings from trapping. However parents who had to be away from home to work found that they could rely on relatives to look after their children. Frances Woolsey recalls that her sister cared for her three smallest children while she managed the family outfitting business after her husband died (Frances Woolsey, personal communication, 1989, September). Non-native newcomers were less likely to have kinfolk in the Yukon and had to develop new networks of friends. Joyce Hayden commented that few women held jobs outside the home and they relied on neighbours for child care (Joyce Hayden, personal communication, 1989, September 29). Military wives frequently worked in local stores but they often had acquaintances from previous postings to rely upon for babysitting. A major difference between native and non-native families was that Indian people faced both cultural upheaval and frequent overt discrimination. From the moment they first arrived in the Yukon, non-native people had a higher social and political status than native people (Johnson, 1989).

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### The Challenge to Create a Caring Community 1960-1980

From 1960 to 1980 the Yukon experienced several boom periods and the subsequent downturns inevitable in a region where mining is the largest industry. The population grew while the economy strengthened and diversified. Government services expanded significantly at all levels -- municipal, territorial, and federal. Yukon Indians founded political organizations representing their unique interests. In the early 1970s they established their right to negotiate a comprehensive land claims settlement with the federal government. The Yukon government gained more control over territorial affairs with the implementation of a fully-elected Executive Council (Cabinet) and responsible government in 1979. Along with these advances on the political front, there was an increasing awareness of the many disparities and social problems in the Yukon. Community service groups sought solutions to these situations and looked to local politicians for funding and legislative reforms. The needs of women and children received more attention. Day care services were initiated in some communities, although the organizers encountered many difficulties in financing programs and facilities.

As post war financial restrictions eased, more federal assistance was available for upgrading Yukon schools, hospitals and community health services on condition that Indian people be allowed to utilize the new facilities. Gradually mission schools closed and native children were integrated into public schools. Often they still had to leave their families to live in residences because schools were located only in larger centres. The result was that many people other than parents were responsible for the care and education of Indian children. The majority of caregivers were non-native people with little understanding of the cultural background of these young people. In the early 1970s more native people were hired to work at the student residences, among them Antonia Jack.

With her experience as a mother and as a mission school student, Mrs. Jack was well suited to help Indian students cope with the problems of living far from home among large numbers of children. She had to find ways to maintain control in these circumstances so unlike a family home.

The first time the children start coming back I just about went out of my head...there's 150 children altogether. There was children running all over the place screaming and yelling, having lots of fun...But anyhow I got used to it later on...I just thought to myself, I'm going to do as good as I know how. So I treated those kids exactly as I used to treat my own kids, I don't do anything to them that they don't like and I don't do anything I know wouldn't be good for them, the only thing I do to show them what I think will be good for them...A childcare worker is supposed to know how many children they have and where they are and when you're coming back from being out walking you have to know that they're all there, so I used to count them all the time to see if they're all there...I used to stay there until they go to sleep, all quiet then I go home...That's what I did to those children. I done a lot of explaining to them, don't do this because that's what going to happen. You have to sit down with them and when you talk to them like that you have to show them that you really love them and care for them. That's why you're talking to them like that...One time we got a call from the school, they said our children especially the juniors were fighting with the white children...I asked them, "Why are you fighting with those boys. What's causing all that?" "Mrs. Jack every time we come to school we're playing where those boys play, like the monkey bars or wherever we're playing, those white boys just walk up to us and push us out of there and they tell us, 'You're Indian and we don't want you to play with these things, you're nothing but an Indian, you're no good because you're an Indian' and some of them swear at us and tell us 'dirty Indian', and we can't help it...the only thing we can do is fight with them." And I said to them "Okay, just listen to me all of you. I think in a lot of places like that goes on. But I'm going to tell you something just listen to me real good." I said, "it's just like two roads running on ahead of you, us Indians. In order to keep in good with the White people and our own people we have to walk both roads...We have to keep one foot on the Indian way of living and one foot on the white people way of living. They don't have to live our ways, they live the white people way, they only got one road to walk. But us we balance ourselves on two roads, so that makes us better people than the white people 'cause we try to balance ourselves in both when they can only do one thing...So think about that...the next time you go to school and they start calling you Indian and everything, do like this I'm proud to be an Indian. I'm Indian I know I'm Indian but I'm proud to be an Indian

and besides I can live in our own culture and I can live like you white people can do'..." that's the end of the fight at school. (Antonia Jack, personal communication, 1989, September 27).

The racial tensions which these children encountered in school were a symptom of long standing inequities in the larger society. Indian adults experienced some of the same problems when they looked for places to socialize (Frances Woolsey, personal communication, September 1989). One Yukon-born non-native man described conditions in the Yukon as a "cold apartheid" (Charlie Taylor, personal communication, 1988, March). In 1961 Skookum Jim Memorial Hall was built with money from the estate of the Klondike gold discoverer (Yukon Council, *Votes and Proceedings*, Sessional Paper #10, 1970). The hall initially was managed by a non-profit society with a board composed of the Anglican Bishop, the territorial judge, and other non-native community leaders; in later years Indian people sat on the board and managed the hall. It provided a meeting place for native people and gradually a wide variety of community programs were sponsored by the society. These included traditional Indian dance classes for young people, and a preschool play group. Skookies was an important social centre for young people from all over the territory who were boarding at Yukon Hall.

In 1968 the society organized a kindergarten which operated at Kishwoot Hall in the Whitehorse Indian Village. One of the goals of this program was to offer Indian children a "headstart" type of orientation to English language and other skills they would need for school. Since kindergarten was not then a part of the Yukon public schools system, the Skookies program was utilized by some non-native parents as well. With funding from the Department of Indian Affairs and a lot of volunteers' efforts the kindergarten was one of the best equipped in Whitehorse and one of the earliest programs in the territory for pre-schoolers. There was also an after school tutorial session for older students to socialize and study (John and Lorraine Hoyt, personal communication, 1989, October 2).

A host of volunteer societies had worked to improve social conditions in the territory since the 1950s. Service clubs and church organizations raised funds for charitable causes. Groups like the Yukon Social Service Society (YSSS) provided support to families and individuals in distress. The Yukon Government had limited financial resources so that counselling programs and other services wouldn't have existed in the Yukon without the efforts of the Society. Some funding was provided by government, but the inspiration and drive to improve family services came from community volunteers who hired a small number of professional workers to carry out programs. In time the YSSS sponsored several new societies including Crossroads (alcohol and drug addiction programs), the Yukon Family Counselling Services Society (later the Yukon Family Services Association), and others. In the 1970s the YWCA raised funds to build a singles' residential complex and community centre in Whitehorse. Women organized a Yukon Status of Women Council, the Yukon Indian Women's Association, the Victoria Faulkner Women's Centre, and the Whitehorse Minibus Society. It was a fast-paced era of volunteer activism, a time when many newcomers and long time residents joined together to address pressing concerns in their communities. The new focus on the needs of women and children provided considerable debate about the changing lifestyles of Yukon families (Kip Veale, personal communication, 1989, September).

The first Yukon day care was incorporated in 1968 as the Child Care Centre Society (CCCS) in Whitehorse. The constitution listed three objectives: 1) to enlighten and direct public opinion relating to the need for complete and responsible day care centres in the Yukon territory; 2) to establish, maintain, operate and conduct a day care centre for the adequate and proper care of pre-

school children; and 3) to establish, maintain, operate and conduct in conjunction with the day care centre, a nursery school and kindergarten program so as to better prepare children for formal schooling. Initially the Child Care Centre was located in an old house near the present S.S. Klondike site. Joan Findlay was the first director and remembers that the centre received tremendous support from the community, including sufficient funds to renovate the building completely, purchase play equipment, supplies, and other requirements (Joan Findlay, personal communication, 1989, September). It was officially opened by Mme. Chretien, wife of the Minister of Indian Affairs, and the event received extensive press coverage. The centre was utilized by both native and non-native parents who were either working or attending school. Other parents wanted pre-school learning experiences for their children.

Despite its auspicious start, the Centre soon experienced financial difficulties. In April 1969 the board asked the territorial government to assist parents who could not afford to pay the \$70.00 per month fee, and to provide community development loans to pay for the building. In September 1969 they requested \$500.00 per month to eliminate the monthly operating deficit. They stressed that the society was a non-profit, community group dedicated to providing day care facilities for the children of working mothers and families which required childcare for other reasons. Admission was based on the needs of the family and children, not on the ability to pay. Of the forty children attending, twenty were from single parent homes. Many volunteers helped the paid staff in order to minimize operating costs but government assistance was required also (Joan Findlay, personal communication, 1989, September; Yukon Council, *Votes and Proceedings*, Sessional Paper No. 19, 1970).

The Department of Social Welfare supported the aims of the society noting that

this is a preventative program in the best and most complete sense...In families where for whatever reason both parents or the one parent must work, young children could be in considerable peril unless ancillary services are available (Yukon Council, *Votes and Proceedings*, Sessional Paper #19, 1970).

Commissioner Jim Smith recommended the subsidization of needy children, estimated to cost \$6,250.00 per year, 50% of which would be recoverable from the Canada Assistance Program, leaving a balance of \$3,125.00 for the Yukon government to pay. Apparently this proposal did not meet the society's requirements because the Commissioner and the Centre Director were still discussing the terms of the grant a few months later and it was reported that the centre might have to close (Yukon, Second Session, 1970 (Yukon Council, *Votes and Proceedings*, Sessional Paper #19, 1970)). It continued to struggle along, moving to new quarters in the basement of the Lutheran Church in the early 1970s where operating costs were lower. The move upset some government officials because the previous facility was sold without their knowledge and some government money had been used to upgrade it. Norm Chamberlist, the Executive Committee Member responsible for the Department of Health, Welfare and Rehabilitation told the Yukon Council that the government would consider very carefully the question of spending any more money on capital grants to day cares (Yukon Council, *Votes and Proceedings*, Sessional Paper #1, 1973, p. 323).

The Yukon experienced another boom period when a large lead zinc mine opened at Faro in 1969. Many families arrived from the south to participate in expanding business and government opportunities. There was a growing demand for day care services and several new centres opened during the early 1970s. The Northern Lights Daycare Centre opened in the Baptist Church and

later moved to Lobird Trailer Court into a building formerly used as a radar site by the Canadian Armed Forces. It too functioned with a director and one or two staff paid out of fees, while the volunteer parent board raised money for operating costs. Lillian Maguire worked as the director for seven months and recalled that it was an exhausting, stressful job (Lillian Maguire, personal communication, 1989, October 4). The staff were well educated people, but they were paid minimum wages and often the board had difficulty paying these salaries. There were usually twenty or more children ranging from infants to ages six or seven. Staff did all the cooking and cleanup for hot lunches, as well as general maintenance of the day care.

In 1977 Diane Oppen moved to Whitehorse from Ottawa and remembers taking her young daughter to Northern Lights Daycare Centre. It was the first experience with day care for both of them, and Diane was very depressed by the facility initially, but since it was the only available space in town she had to choose that road or forego employment. Once she got to know the staff she realized that quality care was dependent upon good people and Northern Lights had an excellent staff. However like many other parents she was concerned that there was no governmental financial support for day care centres, nor any standards, or government regulations to protect children being cared for outside of their homes. It was totally up to parents to "beware" of inappropriate conditions (Diane Oppen, personal communication, 1989, October 5).

Another day care opened in the basement of the Yukon Indian Centre in 1973, organized by a group of Indian women who found that they could no longer depend solely on relatives to assist with child care. Frances Woolsey was on the first board of directors for Them'Mah Daycare (the Southern Tutchone name for Grey Mountain was suggested for the centre by Frances' aunt, Violet Sorer). Frances wanted to ensure that some of her traditional values would be reflected in the philosophy of the people who looked after her baby while she worked. Them'Mah was unique, being the first day care located in a workplace in Whitehorse. Non-native parents used the centre too and served on the board, in time replacing most of the founding native members whose children had grown so that they no longer needed its services. Gradually the centre lost its original direction and few people working at the Indian Centre utilized it. Them'Mah closed in 1985 because the board could not meet expenses. The president noted that unpaid fees were a major problem, exacerbated by the government policy of sending subsidies directly to parents (often late), which meant that sometimes the money was not passed on to the day care (Rudy Knack, 1986, February 5).

There were day care centres in smaller communities by the mid-1970s, notably in Faro about 1972 where June Hampton, Dinah Hanson, Alice Jennings and Harjit Sidhu organized a day care program at the Faro Recreation Centre. The Faro Day Care had by far the best facility in the territory, located rent-free in the recreation centre built and maintained by the mining company. It was run by a volunteer society and parents paid only \$25-\$30 per family each month if they were members of the Recreation Association. The staff were mostly teachers who were looking for a challenge and wanted to contribute to the community, but as the day care paid no rent, the Society was able to offer reasonable salaries to them too. The day care was used primarily by mothers so that they could have a break or participate in some of the many activities in the community. Few families had both parents working because the mine shifts were long (12 hours), most of the twenty to thirty children were there on a drop-in basis or for several days a week. The Centre accommodated older children after school and at lunch-time as needed (June Hampton, personal communication, 1989, September).

Small day care centres operated from time to time at Dawson City and Haines Junction during the 1970s. At Carcross a creative play group met at the Anglican Parish Hall two afternoons a week with staff from the Carcross Community School providing the child care services. Elsa also had a play-school serving children from ages 3-5. In Teslin, a Company for Young Canadians Project (CYC) provided a nursery school program three and one half days per week for three months in the old Parish Hall with a grant from the Anglican Church for equipment. The program was designed to offer school readiness and enrichment experiences (Yukon Child Care Association, 1985, April 1). Later Nancy Hall offered a preschool program for a short time when she came to Teslin in 1976. She had trained in England at a residential nursery school, and worked for fourteen years at day care centres in Calgary. Her knowledge was a tremendous inspiration to day care supporters as they struggled to improve conditions throughout the Yukon (Nancy Hall, personal communication, 1989, September; Carol Christian, personal communication, 1989, October 8).

Yukon day care centres were in crisis with beleaguered volunteers, staff and parents desperately aware of shortcomings in existing programs, yet so strapped by meagre financial resources that it seemed impossible to make improvements. In 1973 the Yukon Government indicated that funding submissions would no longer be accepted from individual centres and suggested that an association be formed to receive and distribute funds as well as set standards for day care in the territory. The Yukon Child Care Association (YCCA) formed in March 1974 as an umbrella organization with six objectives including: public relations and public education about child care; establishment of regulations for maintenance and operation of child care facilities; programming and staff qualifications; arranging for inspection and enforcement of regulations; training staff; and acquiring and distributing funds to child care facilities (Yukon Child Care Association, 1975, January 1).

The new executive members were busy people, working with Department of Welfare staff to draft day care regulations and lobbying Yukon politicians for funding. YCCA favoured the incorporation of day care standards in a new ordinance rather than issuing regulations under the Child Welfare Ordinance which would place day care centres under the authority of the Director of Child Welfare. Members feared that all existing centres might be closed if that course were pursued, since no one could afford to meet new stringent regulations if no funding was available for upgrading. They felt that the government would be obligated to provide funding to implement improved standards if these were part of new day care legislation. Drawing on the *National Guidelines for the Development of Daycare Services for Children* (published by the Canadian Council on Social Development, July 1973), the YCCA drafted guidelines for Yukon day care standards dealing with health and dental policies, nutritional care, mental health, fire and building safety, staff, space, equipment and physical well-being of children, personnel policies, and program development (Yukon Council, *Votes and Proceedings*, 1975; Yukon Child Care Association, *Guidelines*, n.d.). A day care issues brief was sent to candidates in the 1974 territorial election by YCCA, but only Eleanor Millard replied in writing (Yukon Child Care Association, 1975, January 1). The NDP and Liberal parties adopted the YCCA positions including funding proposals but many candidates reported hearing negative comments on day care while they were campaigning. Some people apparently felt that day care was eroding family life by encouraging women to leave the home to work (Yukon Child Care Association, 1975, January 1). Obviously the YCCA had formidable challenges ahead.

Finding the resources to organize the association and to ease the burden on day care staff was a high priority. The YCCA executive held discussions with federal officials to determine what funding would be available if the Yukon

Government entered into a cost sharing agreement for day care with the Canada Assistance Plan (CAP). Canada Manpower training programs were investigated to see if staff training allowances could be obtained. The Company for Young Canadians (CYC) Coordinator in the Yukon, Phil Hazelton, attempted to get five CYC volunteers for the Yukon, four to work in the Whitehorse centres and one for developmental work with other communities. At a meeting to plan International Women's Year activities delegates decided that day care was their number one priority. Various women's organizations offered to support the YCCA's position at the next session of the Yukon Council. YCCA obtained a Local Initiatives Project (LIP) grant to hire four workers to assist day care centres with carpentry projects, toy and equipment repairs, design training programs for day care staff, organize a resource centre and solicit donations from local businesses (Yukon Child Care Association, 1975, January 1).

Carol Christian was a founding member of the YCCA, working then as Director of the Child Care Centre. Together with other day care workers like Ellen Johnston of Happy Hours Playschool at Skookies and Terry Glen from Them'Mah, she looked to the new association as a forum to discuss issues such as funding, training standards, and regulations, plus the practical concerns of looking after children in day care. The YCCA sponsored workshops for staff, volunteers, parents and anyone interested in exchanging ideas on early childhood behaviour, teaching techniques, crafts, music, nutrition, safety, and other topics (Yukon Child Care Association, Workshop on Preschool Programmes, 1974, October; Yukon Child Care Association, Child Care Centre, 1975, March 13). People from Whitehorse, Faro, Teslin and other communities attended the meetings, which generated much-needed enthusiasm among workers and volunteers. Members were inspired by the idea that YCCA could improve the situation for children in day care. They decided to voice their concerns directly to Yukon politicians (Kip Veale, personal communication, 1989, September; Carol Christian, personal communication, 1989, October 8).

At the 1975 spring session of the Yukon Council, the Association President, Kip Veale, along with Vice-President, Frances Woolsey, and Treasurer, Marion Jensen (also President of Northern Lights Board) presented a brief outlining the status and needs of Yukon day centres. Kip Veale explained that their concept of day care extended beyond babysitting to include concerns for "the child's total needs" including nutritional, dental, physical, and social needs, which more Yukon parents were seeking to fulfill in group care situations. However the costs of this care (\$125.00 per child per month) were a serious financial strain for many working parents with modest incomes who did not qualify for any subsidization as those receiving social assistance did. Yet the fees charged by day care centres were insufficient to meet rent, salary and other expenses. The big losers were children attending centres with worn out equipment and toys, and day care staff working at very low wages (\$4,800- \$6,000/year) (Yukon Child Care Association, 1975, April 1).

The YCCA proposed that the Yukon Government provide \$5,000 to pay deficits at the four Whitehorse day care centres and \$24,000 to fund one paid position at each centre. The executive had met with Howard Clifford, the federal Daycare Consultant, who suggested that the Canada Assistance Plan might cost-share these items with the Yukon Government. In addition to funding subsidies for people receiving social assistance. Statistics showed Yukon living-costs to be among the highest in Canada. The report concluded that

Young families with preschool children are struggling to buy their first homes, establish themselves in Whitehorse and help stabilize this community. THE FACT IS THAT THE AVERAGE FAMILY CANNOT AFFORD TO SAVE ANY MONEY TOWARD ESTABLISHING A HOME, CHILDREN'S EDUCATION OR ANYTHING ELSE UNLESS THE FAMILY HAS A SECOND INCOME. IT IS NO MORE A CHOICE FOR THESE FAMILIES AS TO WHETHER OR NOT THE MOTHER WILL WORK THAN IT IS FOR A SINGLE PARENT. (Yukon Child Care Association, 1975, April 1, p.2)

To justify the need for enhanced government funding to day care centres, YCCA conducted a survey of all Yukon communities asking people what their child care needs were (Yukon Child Care Association, 1975, April 1). Of the 175 respondents, 91% indicated they would use a day care facility if it were available, 50% currently left children with friends or relatives, 13% left children alone and one wrote that they locked there children in the house when they had to go out. People in outlying communities in particular wanted pre-school programs that would offer social and creative opportunities for young children as well as babysitting services. Since their children did not have access to kindergarten programs, some parents felt their children were less prepared for school than their Whitehorse counterparts.

Parents offered many other compelling reasons for their interest in day care.

I have seen this type of program work to break down petty racial prejudices - which is something that could only improve Mayo...children can learn only so much from parents and then they need a broader horizon to learn from. There are so few babysitters that I babysit when I'm not working and have to look for someone to babysit two families of children while I work. IT'S NEARLY IMPOSSIBLE. Many women who are not working would do so if they had a reliable centre to take their children to. Nobody wants welfare...I would like a program like this if I could work in it. I have a child with cerebral palsy and I have to exercise him every day for a few hours. I would like to work but I cannot rely on anyone to do Teddy's exercises...feel there would be less welfare, happier mothers, especially single working mothers, which makes happier families plus prouder families (Yukon Child Care Association, 1975, April 1).

YCCA appealed to the legislators to consider the growing number of young families in the Yukon and to provide funding immediately for day care development. The question period which followed this presentation revealed a mix of attitudes towards day care on the part of the councilors. Stu McCall, the member for Faro, noted that conditions were good in his community where the cooperative day care centre functioned smoothly within the company recreation centre, but he sympathized with the different circumstances of Whitehorse parents.

Flo Whyard encouraged the councillors to invite Howard Clifford to the session for detailed discussions on funding, but Mrs. Watson, the Executive Committee Member responsible for the Department of Welfare, refused saying that she already had all the necessary facts. Mr. McKinnon did not support subsidization for day care centres because his family had decided to live on one modest income while his wife stayed home to raise their children. He felt other people opted for two incomes to have more material things. He asked

Should I be paying for a person who wants a double income into the \$25 or \$30 thousand income bracket? I see nothing in this which separates it from being a universal program to people in certain income areas with combined salaries. (*Yukon Council, Votes and Proceedings, Sessional Paper #1, 1975*, p. 265).

Mrs. Veale responded that she didn't think many families using day care had large double incomes, but that those who did should pay higher fees for child care services, but the requirements of other families were often pressing. Mr. McKinnon stated that people in his riding would prefer a subsidy to families so that one parent could stay at home with children rather than financial assistance to day care centres.

Later that evening Mrs. Watson asked the YCCA executive to meet with her and department officials to discuss a new government proposal for subsidies that would be based on a sliding scale according to family incomes. The government suggested that all parents earning above a certain income would pay the full daily cost of day care while all those earning below that amount would receive subsidies based on an needs assessment. YCCA members reacted cautiously, noting that some parents would be required to pay much higher fees than present rates. They were concerned about the cut-off level for subsidies since this had not been specified in the proposal. The YCCA reminded the government that there was an immediate financial crisis related to the debts of the Whitehorse centres and repeated their request for \$29,000. Although councillors Eleanor Millard, Jack Hibberd, and others lobbied on behalf of the YCCA, the Executive Committee turned down the idea of any direct support and approved funds only for subsidies to low income parents. Despite this setback, the YCCA President, Kip Veale, concluded her annual report optimistically in April 1976, stating that the daycare issued had been placed squarely on the territorial political agenda. If the YCCA continued to lobby the councillors, she felt that there was hope that the government response would be more favourable the next year (Yukon Child Care Association, 1975, April 6).

In fact it would require several years and a great deal of hard, often frustrating work to realize the goals of the YCCA for funding, training and implementation of day care standards. The YCCA was an important rallying point for people concerned with child care development, offering informed, coordinated commentary, practical workshops, and information, while leaving day-to-day operations in the hands of the autonomous day care centre boards. The annual reports of YCCA presidents reflect consistent lobbying efforts by committed volunteers and staff. Some former Board members recalled that they were often overwhelmed by the negative reactions within some segments of the community (Lillian N. Maguire, personal communication, 1989, October 4; Diane Gow, personal communication, 1989, November 1). There were many supporters too and gradually the members began to see real progress in achieving their goals.

In 1975-76 the CYC funded two workers for YCCA and the day care centres. President Mary-Anne Jensen reported an improved financial picture for both the Association and individual centres, through numerous fund raising activities including the sale of western Canada Lottery tickets. Yukon Government, Executive Committee Member Flo Whyard was supportive in trying to find funding within government to subsidize day care services through the Canada Assistance Plan (CAP). In the end YCCA turned down the "sliding scale" subsidy plan available through CAP because it would have resulted in substantial fee increases for parents who were not eligible for assistance, and the cutoff point for eligibility was considered to be too low for families coping with high northern costs. In November 1976 the YCCA and the Yukon Status of

Women Council formed a Child Care Action Committee to prepare a Position Paper on Child Care Needs that summarized current services in the Yukon and reiterated the need for direct government funding, training, and standards. By then seven child care programs were operating in Whitehorse (YWCA Creative Play, Parent Participation Nursery School, Northern Lights, Them'Mah, Child Care Centre, Happy Hours and Jack Horner), as well as programs in Burwash, Carcross, Carmacks, Dawson, Faro, Teslin and Watson Lake. Ross River had a seasonal program and Mayo volunteers were organizing a nursery school.

Judy Matechuk served as the YCCA President in 1976-77 and noted progress during her time, in particular a brief training session offered at the Yukon Vocational School, and the continuing interest of the Minister, Mrs. Whyard (Yukon Child Care Association, 1977, March 26). The 1977-78 executive identified three issues for members education for day care workers and parents, public information on day care objectives, refinement of the proposed Child Care Facility standards for presentation to the Yukon Government, and establishment of a working funding scheme for full time day care centres under CAO. President Lilian Maguire and other members participated in public discussions and prepared articles for local newspapers. They sponsored a forum for all local politicians, but only the Minister, Yukon councillor Walt Lengerke, and Whitehorse Mayor Ione Christianson attended. The YCCA paper on standards was presented to the Yukon Government with the stipulation that the imposition of regulations on standards must be accompanied by funding to centres for upgrading. YCCA attended the spring 1978 session of the Yukon Council to propose a funding scheme that would continue subsidies to parents in need, plus provide \$1.25 per child space per day for the coming year and some further subsidies in future years to assist day care centres to meet new standards. The government was slow to respond apparently due to uncertainties regarding funding (Yukon Child Care Association, 1978, March 18).

YCCA received a Canada Works grant in November 1977 to conduct a Child Care/Assessment and Update Program throughout the Yukon. Pat McKenna coordinated the activities of a bookkeeper and three other workers to offer support services to child care programs and compile data on current needs for programs in the territory. One project worker was the family day home coordinator who prepared *A Family Day Home Booklet* (Yukon. Department of Welfare, 1978, Spring) with suggestions for people offering day care in their homes. A maintenance and construction person was available to paint, repair, and construct equipment in the day care centres. The Training Coordinator assembled information for a YCCA Training Proposal (1978, Spring), organized workshops, and contributed to a newsletter for day care workers and boards. The Project Coordinator and staff travelled to several communities to assess current facilities and advise interested people on standards, funding and program ideas. The Project published a newsletter called Yu-Care with suggestions for craft activities (recipes for play dough and goodies), nutritious snacks, and community resources for day care centres.

While there may have been some people who still doubted both the need for child care services and the requirement for government regulation and funding, YCCA members were convinced by the data collected during the Assessment Project that these issues required urgent attention from government. Pat McKenna encountered situations where one worker was caring for up to sixteen children of all ages. In those circumstances there was no hope of offering much service beyond free play and general supervision, and there were problems controlling violent behaviour among such large groups of children. Nancy Hall met a nurse in Whitehorse who looked after eighteen infants in her home. She felt capable of handling any problem that might arise, including evacuating all the children in case of fire, saying that she would simply open a window and

throw the babies outside (Nancy Hall, personal communication, 1989, September). When Diane Gow opened Mickey Mouse Day Care in 1978 she asked officials what standards should be met and was told that none existed for the territory. She then wrote to British Columbia and the Northwest Territories to obtain their regulations and modelled her centre upon those standards. She too became aware of children and parents who experienced frightening and dangerous child care situations because there was no licensing or monitoring system in place (Diane Gow, personal communication, 1989, November 1). At the close of her term as president in 1978, Lillian Maguire urged day care workers, parents and YCCA members to continue lobbying government strongly. The needs of children and parents using day care were pressing and she felt the Association was very close to making some headway at last (Yukon Child Care Association, 1978, March 18).

Yukon child care advocates finally saw some action when the first Day Care Ordinance was passed in 1979. It required all day care centres looking after more than seven children under six years of age to be licensed and it provided for a Day Care Services Board to review and recommend or reject applications for day care operators licences. Standards were to be established by the board and incorporated in regulations pursuant to the ordinance. In the Legislature the minister responsible, Meg McCall, said the government's intention was to "be helpful and enabling, rather than impeding and restricting", recognizing that many families required day care given the economic conditions of the territory. Opposition members were critical of the legislation saying that it failed to set minimum standards or provide funding to ensure day care centres could operate effectively. Tony Penikett argued that day care should be a non-profit service and "viewed as an essential service, like health care or education", which would promote equality for women and increase the productivity of society overall. The Government Leader, Mr. Pearson, attacked that position saying that he disagreed with the philosophy of socialism and "being looked after from womb to tomb". The Liberal leader, Mr. McKay, urged the government to think of the needs of children, noting that many women wanted to work while others were single mothers who had to support their families. The government insisted that the standards set by the legislation were adequate and the bill passed without amendment (Yukon, Legislative Assembly, 1979, pp. 572-574 and 612-621).

Whatever the shortcomings of the legislation, the YCCA could take considerable pride in winning the long battle to have day care recognized by the Yukon government. There was still no government funding for establishing new child care centres nor for improvements to existing facilities. There was no commitment to training for day care workers, and people who wanted to acquire early childhood education skills had to make great personal efforts to travel outside for that purpose (Debbie Mauch, personal communication, 1989, September). However a framework was in place to build upon for the future, and those who cared about child care would continue the struggle for improvements in coming years.

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## Organizing for the Future - the 1980s and Beyond

Yukoners experienced another boom and bust period as the new decade began. Planning for northern pipelines reached a fever pitch in the late 1970s but came to a sudden halt as world market pressures changed and the economics of the proposed projects appeared to be less favourable. Metal markets declined also, plunging the Yukon into the worst recession of many decades. Land claim negotiations were slow and complicated so that few new economic ventures emerged for native people. In these tough times political change was in the air. With the advent of a fully elected Executive Council (Cabinet) and responsible

government in 1979, territorial politicians became more attuned to constituents' concerns and they had the capability of responding with changes to government programs according to community interests. The economy improved in the mid-1980s. Government support for child care services increased and broadened to include many of the needs identified by YCCA members.

Nancy Hall chaired the first Day Care Services Board appointed in 1989, which included a staff member from the Department of Human Resources and three public members. The mandate of the Board was to review applications for day care licences, including inspection of facilities and staff, and to make a recommendation to the government to grant or deny a licence. Nancy felt that people were generally very receptive to the Board's suggestions regarding improvements to their centres and eager to do the best possible job of looking after children in their care. Val Sullivan continued on the board after Nancy left the territory and she served as chair for several years. She recalled only one time when a licence was refused because the operator was not suitable to provide child care (Val Sullivan, personal communication, 1989, September 29). The board operated as a screening process and reference point for day care services, ensuring that prospective operators gave serious consideration to the needs of children before they opened for business. However, it had no permanent staff and was unable to offer assistance to day care operators, nor anything more than brief spot checks of existing facilities.

A new Day Care Subsidy Program was instituted in July 1981. It had drawbacks, especially in the length of time for processing applications which meant that operators often waited for months until parents received a cheque from the government to cover services already rendered. Both the subsidy program and the board's operations were of growing concern to YCCA members. Larry Millar (President) and Diane Gow (Secretary) circulated a brief to all Yukon politicians in 1982 asking for updated legislation, more stringent inspections and enforcement of licensing regulations, subsidy policy revision, abolition of the Day Care Services Board, and creation of a full time Day Care Coordinator position staffed by a qualified person with child care experience (Yukon Daycare Association, Brief and Introductory letter, circa 1982)(note: the Association's name changed briefly then reverted to YCCA). Another discussion sheet prepared in 1983 outlined the same concerns, and it was presented to the new Minister, Andy Phillipsen. That year a half time position was created within the Department of Human Resources to deal with day care issues.

Carol Christian opened Carol's Play Care Centre in 1983 and became involved with the YCCA again after a few years absence. Her impression was that government regarded day care as a business that private operators should run independent of government assistance. She thought that the Minister, Andy Phillipsen, was sympathetic to children's needs but had a difficult time convincing his cabinet colleagues that support was needed for more than single parent families and those on social assistance. Debates in the Yukon Legislative Assembly reflected the government's position that day care was a private business concern. In 1984, the minister, Bea Firth, stated that "we do feel that we are giving support to the daycares. We appreciate that some of them are struggling, however sometimes it is very healthy for private businesses to struggle" (Yukon. Legislative Assembly, *Hansard*, 1984, p. 169). Opposition members pressed the government to permit day care centres to use public buildings such as schools wherever feasible, especially in smaller communities where quality space was difficult to find. In Watson Lake, day care society volunteers spent years fund raising, but were refused the use of a vacant classroom in the local school because the government felt that they should not establish a precedent for allowing day care centres in schools (Yukon. Legislative

Assembly, 1984, p. 169). NDP member Roger Kimmerly insisted that day care was a community concern and said "These are government buildings, these are the people's buildings, paid for by the people" (Yukon, 1984, pp. 169-172).

Day Care issues were the focus of extensive discussion all across Canada as a result of the work of several national task forces and parliamentary committees, plus intense lobbying efforts by child care interest groups, women's organizations and individual parents. YCCA representatives participated in both the Canadian Daycare Advocacy Association and the Canadian Child Day Care Federation, where they gained valuable insights into the developing field of early childhood education, policies and standards elsewhere in the country. In 1984 the Task Force on Child Care chaired by Dr. Katie Cooke visited Whitehorse. The Yukon Committee on Child Care (a coalition of YCCA, Yukon Status of Women Council, Victoria Faulkner Women's Centre, and several private individuals) presented a brief entitled *Child Care Under Scrutiny* (1984). They asserted that "All men and all women have a right to pursue careers outside the home, notwithstanding their responsibilities as parents", then outlined the special conditions of Yukon's small communities, the problems of seasonal and shift workers, the lack of accurate data on numbers of working parents and needs for day care, the shortcomings of current legislation, and the lack of local training for child care workers. They recommended action by the federal and territorial governments to assist day care centres, because

without government assistance the possibility is raised of cutting essential costs affecting staff salaries, staff ratios, physical facilities or nutrition. Children suffer when day care centres struggle for existence (Yukon Committee on Child Care, 1984, October, p. 13).

In 1986 similar concerns were voiced to the Parliamentary Task Force on Child Care by YCCA, the Yukon Day Care Services Board, and many individuals. The Yukon Indian Women's Association and the Council for Yukon Indians identified the needs of Indian children and parents for culturally appropriate child care services and funding to establish day care service in small native communities. All of this discussion created a much higher profile for child care issues throughout the territory and more interest in the political arena as well.

Another key concern in the Yukon was the care of special needs children. A study was conducted by the Yukon Association for Children with Special Learning Disabilities with a Canada Works grant in 1977-78, and their report, entitled *1000 Needs. A Study of Children with Handicaps and Problems in the Yukon Territory*. (Yukon Association for Children with Learning Disabilities, 1978, June), identified the critical requirement for remedial programs for young children with developmental problems. There were no diagnostic or treatment services available, and families had to travel outside for help. In 1979, the Child Development Centre (CDC) was established to offer basic services to these families. The Department of Education provided a portable classroom and three staff members began work with approximately fifteen children. Through its open referral system any community health worker or parent could access CDC programs for any child with a learning problem. Initially some parents and others perceived it as a place only for those with mental handicaps. As public awareness grew, its wide ranging services were used by more families. The Department of Indian Affairs provided a grant in 1984 to build an addition, but lack of operating funds was a major problem for the centre as it expanded. Board members held bake sales, worked with service groups such as the Whitehorse Kiwanis Club, and lobbied the territorial government to raise money. Gail Trujillo was a staff member in those years and recalled that financing programs

was an ongoing struggle for the board because few people understood the magnitude of the problems facing Yukon families with special needs children (Gail Trujillo, personal communication, 1989, September).

In the spring of 1985 the NDP party led by Tony Penikett won a majority of seats in the territorial elections. Day care development was on the list of priority issues tackled by the new government in its first term. The Day Care Subsidy Regulations were amended in November 1985 raising subsidy levels and simplifying the administrative process. The Day Care Coordinator became a full time position that December. In March 1986, the Day Care Regulations were amended to upgrade standards for day care centres and family day homes. Operating grants for licensed day care centres were initiated in July 1986 and extended to family day homes in December 1987. Subsidies for infant spaces and special needs preschoolers were increased. The regulations were amended again in December 1987 raising subsidies further. A Capital Development Grant Program was introduced on April 1, 1987 for licensed day care centres to assist with start-up costs and enhancement for existing centres. After December 1, 1987 family day homes were also eligible for these grants.

Despite this surge in assistance from government there were still many urgent child care needs in Yukon communities. The Women's Directorate of the Yukon Government prepared a report entitled *The Child Care Challenge* in April 1987 outlining some of the problems. The report noted that 67% of Yukoners were under thirty, over 65% of married women participated in the paid workforce, only 16% of Yukon families had a 'breadwinner father-homemaker mother', and 13% were headed by a single parent (Yukon. Women's Directorate, 1987, April). There were 13 licensed centres and nine family day homes. Given the numbers of working parents, the statistics suggested that most children were cared for in unlicensed situations while some were left alone to care for themselves. Of the smaller communities only Dawson City, Old Crow and Watson Lake had child care centres, since the Faro and Haines Junction centres had closed during the recession of the early 1980s. Whitehorse had 90% (407) of the spaces with 70% of the Yukon population (18,184) with only 50 spaces in other communities (Yukon. Women's Directorate, 1987, April). Since child care centres were considered poor business risks, bank financing was unavailable and most centres relied on bake sales, raffles and other means to raise funds. There were few options other than day time care, so that shiftworkers and seasonal employees had difficulties obtaining care for their children. Children with physical and mental handicaps could not be accommodated in most centres. After school programs were virtually non-existent. Infant care was only available on a limited basis. For most communities these problems were compounded by the total lack of licensed, regular services. For many people, unlicensed, less expensive child care was the only option, which presented problems of reliability as private care givers were more likely to be absent for health, family, or other reasons on an intermittent basis.

Of the sixty-four people employed as child care workers, three had early childhood education training certificates and twelve were participating in training programs. Wages for these workers were low, starting at \$6.25 per hour, with experienced workers earning \$7.50, and directors being paid \$9.50 per hour (Yukon. Women's Directorate, 1987, April). Part time early childhood education courses were offered by Yukon College but only people in Whitehorse had easy access to them, and wage levels offered little incentive to upgrade skills. The fact that many child care workers undertook training was a profound indicator of their personal dedication to their profession and the families they served.

With all the needs identified in this report, it was clear that a major commitment of public funds would be required to take the next steps in

upgrading Yukon child care services. However there was considerable debate and division among Yukoners regarding the best means of regulating and financing child care. The government released a discussion paper *Let's Talk About Child Care in the Yukon*, in April 1988. A panel composed of Joyce Hayden, Mary Kane and Mike Nelson travelled to every Yukon community to hear people's ideas. In September 1988 they released their findings in *We Care. Yukoners Talk About Child Care*. The report discussed issues of quality related to: training, wages, standards, programming for preschool/headstart, cultural/language experience, and special needs; parental choice - concerning subsidies, extended family parental involvement; accessibility - related to rural communities, use of public buildings, and workplace child care; affordability; comprehensive service for after school, infant, seasonal, part-time, drop-in and special needs; government responsibility to assist parents and communities; accountability; non-profit versus profit day care services. It included detailed community profiles with comments from individuals about their history and current child care needs.

While there were many different opinions about the issues dealt with in the report, it gave the Yukon Government a clear message that Yukoners from all sectors were concerned that children received quality care while parents pursued education, employment or other responsibilities. From the data collected, a child care strategy for the Yukon entitled *Working Together: A Child Care Strategy for the Yukon* was developed and released in January 1989. It reiterated the principles for child care services approved in 1988 and outlined the objectives and actions the government planned to pursue for the next four years. The principles were stated as follows:

**Quality:** Child care services should maintain basic standards in programming, staff, child ratios, staff qualifications, health, safety and nutrition.

**Parental Choice:** The well-being of children is the parents' responsibility. The choice of child care is a parental responsibility.

**Accessibility:** Services should be available to all families regardless of income, employment status, or geographic location.

**Comprehensive Services:** A wide range of services should be available. A comprehensive child care program will provide for infants, preschoolers, school-age children and children with special needs. The range of services must consider the needs of shift work, part-time work, after school care, etc.

**Government Responsibility:** It will take active government participation to develop and implement a complete network of child care services in the Yukon.

**Accountability:** Regular monitoring and financial accountability should be provided to parents and other taxpayers. Licensing is the best way to ensure these basic standards are met.

**Non profit versus Profit:** The best use must be made of public funds. Assistance must be seen to be going to the best possible child care (Yukon. Department of Health and Human Resources, 1989, p. 2).

The Strategy acknowledged that the Yukon was a unique community with special characteristics:

one half of all Yukon families with children include preschoolers; many preschoolers have special child development needs; 30% of Yukon families with preschool children are headed by single

parents; over 70% of Yukon women of employment age work outside the home; Indian children make up a significant number of Yukon's preschool population, particularly in rural communities (Yukon. Department Health and Human Resources, 1989, p.3).

The Strategy included initiatives in six specific areas. For Child Care Start-up, the government allocated \$417,000 for one-time capital funding, a new Child Care Capital Development Program, and start-up grants for preschool and after school programs. The Child Care Subsidy budget was increased substantially, and a new enriched subsidy program as well as advance payment were announced, plus a change in the Social Assistance Program giving parents the choice to remain home with preschool children. The Child Development Program Budget was almost doubled from \$237,000 to \$469,000, a territory-wide child development program was to be coordinated with the Child Development Centre Board, and the Centre was to be relocated to the old Yukon College building. In Child Care Training and Development the budget was increased from \$6,000 to \$114,500, a mobile early childhood resource centre was planned, as well as other training measures. A full time early childhood development coarse was initiated at Yukon College. The Child Care Quality Enhancement budget rose from \$194,340 to \$488,000 and new guidelines were to be developed with child care operators. For Child Care Legislation and Program delivery the budget was increased from \$132,000 to \$242,000, work was to begin on a new Child Care Act, and a new Child Care Services Unit was to be staffed (Yukon. Department of Health and Human Resources, 1989, p.9).

When she announced the new policy the Minister of Health and Human Resources, Margaret Joe, committed the government to a cooperative process for the ongoing development of child care services.

Working together, we will build a high quality, comprehensive child care system in the Yukon which meets the needs of parents, communities, and, most importantly, our children. Working together, we can set a national standard for excellence in child care. (Honourable Margaret Joe, Minister of Health and Human Resources, 1989, January 12).

The YCCA held a press conference to respond to the new policies, offering a bouquet to the government

in recognition of the efforts they have made to move towards a quality child care system...but we feel that the Yukon is far from setting a national standard for excellence as set out in the Child Care Strategy...Our bouquet comes with some seeds. We feel that the government will need to nurture this strategy on child care. The potential is there for full growth and development (Yukon Child Care Association, circa 1989, January).

YCCA felt more should be done to support child care workers's wages and training. The recognition of parental choice, improvements to accessibility and comprehensive services were praised, but more funding was needed. The government was criticized for failing to address the issue of enforcement where children were in unlicensed care. YCCA was pleased that start up funds were available only for nonprofit child care operations because members felt that community based care was more appropriate than a private enterprise approach. Altogether, the YCCA concluded that the strategy was a "solid framework upon which we can build" (Yukon Child Care Association, statement to the press, circa 1989, January).

With a new strategy and expanded funding in place, a continuing challenge for all people concerned with quality child care is to devote sufficient time to understanding what "working together" means in the Yukon context. The children and parents who use child care services come from varied cultural backgrounds, as do the people who are responsible for implementing policies and programs. The differences between small rural communities and a larger urban centre like Whitehorse are another factor requiring thoughtful analysis. Small communities struggle with many pressing issues, and often have too few people able to administer new programs. Ideas that work in the south may offer inspiration to Yukon caregivers but may not be applicable here without adjustments based on our history, cultures, and geography. In the past, new policies were introduced without consulting the people who would be affected by them. Yukon Indian people in particular were excluded from the decision-making process. Political and social conditions have changed profoundly in recent decades, but only a conscious effort to maintain a balanced and fair perspective in all aspects of child care operations from policy formulation to staffing, training, delivery, and monitoring of programs will ensure that problems are minimized in the future. On a practical level both the cold, dark days of winter and the extended sunshine of summer offer many challenges to parents and child care workers. In short there are no simple solutions for the concerns expressed in *We Care, Yukoners Talk About Child Care* (1988).

Yukoners, like the rest of the world must deal with the consequences of rapid change and industrialization. Enhanced funding, programs and facilities alone will not solve the myriad difficulties related to providing quality care for children. Child care workers recognize their need for advanced training to help them assess children's needs and to relate to their families. The whole family needs better support to cope with the general stresses of modern living, and the specific problems Yukoners face either because they have been dislocated from their traditional cultures, or are living far from their original homes and families. Options for parental leave, flexible and shorter work hours, after-school care, and other measures would relieve parents of some anxieties (Carol Christian, personal communication, 1989, October 8; Diane Gow, personal communication, 1989, November 1). The whole community needs to be involved in providing a supportive environment for families. Many people acknowledge that our children are our future, yet often we fail to make their needs a priority (Joyce Hayden, personal communication, 1989, September 29). With appropriate planning, coordination, and good will, new ways can be found to incorporate the long standing values of Yukon's many cultures in child care programs. Tremendous resources are available including elders, seniors, and volunteers who are willing to devote knowledge, time and energy to children. Ideally all Yukon children should feel "at home" whether they are cared for only by their parents or in other child care settings. Then the "circle of life", which is an important part of Yukon's heritage, would be strengthened for all people in the territory.

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## PERSONAL COMMUNICATIONS

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Irene Adamson is an Elder of the Ta'an Kwach'an First Nation of the Lake Laberge area. She has raised a large family and continues an active life fishing, hunting, trapping, and telling stories in her native language. (1989, March). *Personal communication.* Interviewed by Linda Johnson. Whitehorse, YT.

Mattie Chapman is a Senior now living in Macaulay Lodge in Whitehorse. She first moved to Dawson City in the 1930s, and later lived in several other Yukon communities with her husband and two children. (1989, September). *Personal communication.* Interviewed by Linda Johnson. Whitehorse, YT.

Carol Christian has been an active member of the Yukon child care community since the 1970s. She was a founding member of the Yukon Child Care Association and later served as President for several years. (1989, October 8). *Personal communication.* Interviewed by Linda Johnson. Tapes on file with the Yukon Child Care Association, Whitehorse, YT.

Joan Findlay is a founding member of the Yukon Child Care Centre Society. She now resides in Kingston, Ontario. (1989, September). *Personal communication.* Telephone interview with Linda Johnson. Kingston, ON.

Jean Gleason is a member of Kaska Dene First Nation and acted as co-ordinator of Them' Mah Daycare for several years. Ms. Gleason is also active with the Yukon Indian Cultural Education Society and many other groups. (1989, September). *Personal communication.* Telephone interview with Linda Johnson. Watson Lake, YT.

Diane Gow is an active member of the Yukon Child Care Association. (1989, November 1). *Personal communication.* Interviewed by Linda Johnson. Tapes on file with the Yukon Child Care Association, Whitehorse, YT.

Nancy Hall lived in Teslin for several years and helped establish the Teslin nursery school program. Mrs Hall, who also participated in the Yukon Child Care Association, now resides in Alberta. (1989, September). *Personal communication.* Telephone interview with Linda Johnson. AB.

June Hampton helped established the Faro day care program and has participated in Yukon Child Care Association conferences and activities. (1989, September). *Personal communication.* Interviewed by Linda Johnson. Whitehorse, YT.

Joyce Hayden has been active in numerous volunteer organizations. Ms. Hayden is a member of the Yukon Legislative Assembly and is currently Minister of Health and Social Services. (1989, September 29). *Personal communication.* Interviewed by Linda Johnson. Tapes on file with the Yukon Child Care Association, Whitehorse, YT.

John and Lorraine Hoyt have been active in many community organizations and assisted in the establishment of Skookum Jim Friendship Centre's programs for children and youth. (1989, October 2). *Personal communication.* Interviewed by Linda Johnson. Tapes on file with the Yukon Child Care Association, Whitehorse, YT.

Antonia Jack is a Tlingit Elder, born near Atlin, British Columbia. Ms. Jack worked as child caregiver for many years at residences for Indian children from outlying communities who were attending school in Whitehorse. She is an active storyteller and native language specialist. (1989, September 27). *Personal communication.* Interviewed by Mary Jane Joe. Tape recordings and transcripts on file with the Yukon Child Care Association, Whitehorse, YT.

Lori Jackson has worked with Champagne and Aishihik First Nations and later with the Council for Yukon Indians. Mrs. Jackson is currently attending the Yukon Native Teacher Education Program in Whitehorse. (1989, September). *Personal communication.* Interviewed by Linda Johnson. Whitehorse, YT.

Frances Joe is an Elder of the Champagne and Aishihik First Nations. She worked for many years as a Nursing Assistant on the Maternity Ward of Whitehorse General Hospital. (1989, October 12). *Personal communication.* Interviewed by Mary Jane Joe. Tape recordings and transcripts on file with the Yukon Child Care Association, Whitehorse, YT.

Effie Linklater was born in Old Crow and is an Elder of Vuntat Gwich'in First Nation. Ms. Linklater has been ordained in the Anglican Church and is an active spiritual leader and cultural resource person for the Whitehorse area. (1989, October 23). *Personal communication.* Interviewed by Mary Jane Joe. Tape recordings and transcripts on file with the Yukon Child Care Association, Whitehorse, YT.

Lillian N. Maguire was co-ordinator of community programs at the Whitehorse YWCA. She has been active with the Yukon Child Care Association and served as President to that organization for two years. (1989, October 4). *Personal communication.* Interviewed by Linda Johnson. Tapes on file with the Yukon Child Care Association, Whitehorse, YT.

Debbie Mauch is the currently Supervisor of Child Care Services with the Yukon Territorial Government. (1989, September). *Personal communication.* Interviewed by Linda Johnson. Whitehorse, YT.

Pat McKenna has worked on various special projects with the Yukon Child Care Association. (1989, September). *Personal communication.* Interviewed by Linda Johnson. Whitehorse, YT.

Laura Myers has been an active member of the Yukon Child Care Association and co-ordinator of the Whitehorse Child Care Centre. (1989, September). *Personal communication.* Interviewed by Linda Johnson. Whitehorse, YT.

Lena Neilsen has been an active member of the Yukon Child Care Association. (1989, September). *Personal communication.* Interviewed by Linda Johnson. Whitehorse, YT.

Diane Oppen was on the board of Northern Lights Day Care and active in other community organizations. Ms. Oppen is currently a statistician employed by the Yukon Government. (1989, October 5). *Personal communication.* Interviewed by Linda Johnson. Tapes on file with the Yukon Child Care Association, Whitehorse, YT.

Violet Storer is an Elder of Kwanlin Dun First Nation in Whitehorse. She is an active story teller and a cultural resource/native language specialist. (1989, September). *Personal communication.* Interviewed by Linda Johnson. Whitehorse, YT.

Val Sullivan served as Chairperson on the Day Care Services Board for several years. (1989, September 29). *Personal communication.* Interviewed by Linda Johnson. Tapes on file with the Yukon Child Care Association, Whitehorse, YT.

Charlie Taylor has been a long time business man in Whitehorse and has been active in many community organizations. Mr. Taylor is a former Member of Yukon Council. (1988, March). *Personal communication.* Interviewed by Linda Johnson. Whitehorse, YT.

Gail Trujillo is the Executive Director of the Child Development Centre. (1989, September). *Personal communication.* Interviewed by Linda Johnson. Whitehorse, YT.

Kip Veale is an active member of the Yukon Child Care Association and has served as President in the same organization. He has been a board-member of the Yukon Family Services Association and is currently employed by the Department of Human and Social Services with the Yukon government. (1989, September). *Personal communication.* Interviewed by Linda Johnson. Whitehorse, YT.

Donna Wilkinson has been active in the Yukon Child Care Association. She also instructs courses in family life skills and natural birthing/Lamaze techniques. (1989, September). *Personal communication.* Interviewed by Linda Johnson. Whitehorse, YT.

Frances Woolsey is a member of the Ta'an Kwach'an First Nation and founder of Them 'Mah Daycare. She is active in the Yukon Child Care Association and currently works as youth caregiver at Gadsooza Residence for students from outlying communities attending school in Whitehorse. (1989, September). *Personal communication.* Interviewed by Linda Johnson. Whitehorse, YT.

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## Chapter 3

### AN OVERVIEW OF CHILD CARE LEGISLATION IN YUKON

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The following sections provide an overview and brief discussion of:

1. the roles and responsibilities of the various government ministeries responsible for child care programs in Yukon Territory.
2. relevant legislation with respect to child care facilities.
3. the overall capacity of child care facilities and availability of child care spaces.
4. the availability of specialized child care programs, such as special needs care and native programs.
5. government subsidies and grants available for Yukon families and for centre operators.
6. the cost of child care.
7. availability of child care wages and working conditions and training for child care staff.
8. organizations providing support to the child care community.

Appendix A provides a glossary outlining the Yukon Territory's definitions for various care types.

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#### Provincial Organizational Structure and Legislation vis à vis child care

##### Ministries Involved and Roles

The Department of Health and Human Resources is responsible for licensing and funding of child care services in the Yukon

##### Relevant Legislation and Regulations

The *Day Care Act and Regulations* were established in 1980. Prior to that time child care programs were not regulated or monitored. In 1986, *Day Care Regulations* were updated and amended and separate regulations were established for child care centres and family day homes.

The Day Care Coordinator, Department of Health and Human Resources and the Day Care Services Board are responsible for the licensing and ongoing monitoring of child care facilities in the Yukon. The office is centralized in Whitehorse.

## Child Care Programs

### Definitions

Apart from part-time kindergarten programs operated under the aegis of the Ministry of Education, there are two basic types of child care services provided in the Yukon. Those types are:

- **Day care services** provide care, maintenance and supervision for not less than seven children of not more than six years of age by a person, other than a person related by consanguinity or marriage to those children to whom the service is provided, in a facility other than a home, for any one period of time consisting of more than three but less than 24 consecutive hours.
- **Family day homes** provide maintenance and supervision for not less than four or more than six children of not more than six years of age by a person, other than a person related by consanguinity or marriage to those children to whom the service is provided, for any one period of time consisting of more than three but less than 24 consecutive hours.

The majority of licensed child care spaces are provided by centre-based programs. Table 3.1 shows a total of 550 spaces, 394 of which are available for children between the ages of 18 months and three years. Table 3.1 also provides information regarding staff to child ratios and maximum group sizes. The Yukon Territory does not restrict the overall capacity of a licensed facility. It is important to note that, although family day homes limit the number of children in care to six, there are no restrictions on the number of children in each age group.

Table 3.1

Licensed Program Type by Relevant Characteristics

Type	Child Age	Staff/Child Ratio	Maximum Group Size	Total Number of Spaces	Maximum Capacity Per Facility
<b>Child Care Centres</b>					
Infant	0-18 months	1:4	N/A	36	N/A
Toddler	18 months < 3 years	1:6	N/A	394 <sup>1</sup>	N/A
Preschool	3-5 years	1:8	N/A	N/A	N/A
School Age	6-12 years	N/A	N/A	N/A	N/A
<b>Family Day Homes</b>					
Infant	0-18 months	N/A	6	20	N/A
Toddler	18 months < 3 years	N/A	6	50	N/A
Preschool	3-5 years	N/A	6	50	N/A
School Age	6-12 years	N/A	N/A	N/A	N/A

<sup>1</sup> Figure represents combined data for toddlers and preschool-age children. No breakdown is available.

Source: Canadian National Child Care Study. (1988). *Provincial/Territorial Questionnaire*.

Information regarding licensed program type by auspice is only available for child care centres. Of a total of 430 spaces, 216 were provided by for-profit centres and 214 by non-profit centres. Figures breaking down this information by age of child are not available at this time.

### **Programs for Special Populations**

There is one specialized segregated program providing services for special needs children in the Yukon. This facility, the Child Development Centre, is operated by a non-profit society and receives funding through the Department of Human Resources via a contribution agreement to deliver specialized care and training to children with special needs.

There are presently five child care facilities in the Yukon operated by Native Bands. There are approximately 70 spaces in total and the facilities are eligible for all grants and subsidies noted in the following funding section.

### **Funding of Child Care Services**

Tables 3.2A, 3.2B, and 3.2C provide information regarding the number of licensed day care spaces and subsidies in urban and rural locations. The overwhelming majority of spaces are in the urban centre of Whitehorse with few licensed services located in the outlying communities.

**Table 3.2A**

#### **Number of Day Care Subsidies in Whitehorse and Regional Services, 1987-1988 and 1988-1989**

	1988-89 Actual	1987-88 Actual
<b>Average Number of Day Care Subsidy (per Month)</b>		
Whitehorse	80	64
Regional Services	10	7
<b>Total</b>	<b>90</b>	<b>71</b>

*Source: Yukon. Department of Health and Human Resources, Day Care Services. (1990). Unpublished data from the files of the Day Care Coordinator.*

**Table 3.2B**

#### **Number of Subsidized Day Care Spaces in Whitehorse and Regional Services, 1987-1988 and 1988-1989**

	1988-89 Actual	1987-88 Actual
<b>Average Number Attending Children Claimed per Month</b>		
Whitehorse	82	115
Regional Services	7	12
<b>Total</b>	<b>89</b>	<b>127</b>

*Source: Yukon. Department of Health and Human Resources, Day Care Services. (1990). Unpublished data from the files of the Day Care Coordinator.*

Table 3.2C

**Number of Licensed Day Care Spaces by Caretype in Whitehorse and Regional Services, 1987-1988 and 1988-1989**

Number of Licensed Day Care Centres. Noting No. of Centres: No. of Spaces	1988-89 Actual	1987-88 Actual
Whitehorse	11:385	11:373
Regional Services	8:147	2:36
<b>Total</b>	<b>19:532</b>	<b>13:409</b>
Number of Licensed Family Day Homes. Noting No. of Homes:No. of Spaces	1988-89 Actual	1987-88 Actual
Whitehorse	13:76	11:66
Regional Services	0:0	0:0
<b>Total</b>	<b>13:76</b>	<b>11:66</b>

Source: Yukon. Department of Health and Human Resources, Day Care Services. (1990).  
Unpublished data from the files of the Day Care Coordinator.

The average family composition of subsidy recipients during 1988-89 was 95% single parent families with 5% two-parent families (Yukon. Department of Health and Human Resources, unpublished data from the Day Care Subsidy Program, 1989).

A child care subsidy is available to low income families to assist with the cost of child care. The maximum rate for children 18 months and over is \$350 and the maximum rate for children under 18 months or special needs children is \$400 per month (Yukon, 1985). On average there are approximately 150 families receiving subsidies each month.

Table 3.3

**Subsidies, Number Subsidized, and Average Fee per Month by Type of Care, 1988**

Types of Care	Maximum Subsidy (\$)	Average Fee per Month	Number Subsidized
<b>Licensed Child Care Centres</b>			
Infant	450	450	approx. 120 <sup>1</sup>
Toddler/Preschool Age	350	350	
<b>Licensed Family Day Homes</b>			
Infant	450	450	approx. 35 <sup>1</sup>
Toddler/Preschool Age	350	350	

<sup>1</sup> Combined figure for Infant and Toddler/Preschool Age. No breakdown available.

Source: Canadian National Child Care Study. (1988). *Provincial/Territorial Questionnaire*.

Operating and maintenance grants are available to licensed facilities to assist with ongoing operating costs. The grants are paid quarterly in advance. Table 3.4 shows the amount of the operational grants by care-type in the urban centre of Whitehorse and outlying communities.

**Table 3.4**

**Grants by Licensed Program Type for the Yukon Territories, 1988**

<b>Licensed Child Care Facilities</b>		
<b>Whitehorse:</b>		
Infant spaces/special need:		\$60 per space
Toddler/preschool		\$25 per space
<b>Communities:</b>		
Infant spaces/special needs		\$60 per space
Toddler/Preschool		\$40 per space
<b>Licensed Family Day Homes</b>		
Whitehorse		\$25 per space
Communities		\$40 per space

*Source: Canadian National Child Care Study. (1988). Provincial/territorial questionnaire.*

The Child Care Capital Development Grant Program is available to individuals, community groups and Indian Bands for start-up funding for licensed child care centres and family day homes (Yukon. Department of Health and Human Resources, *Child Care Centre Start-up Grant*, 1989). Enhancement grants for existing licensed facilities are available under this grant to renovate facilities and to purchase toys and equipment (Yukon. Department of Health and Welfare, *Child Care Capital Development Program Guidelines for Application -- Child Care Centre Enhancement Grant*, 1989).

### **Staff in Child Care**

No formal education or training is required for staff in child care facilities. The *Day Care Regulations*, (section 3(1)), states that all staff must be competent to undertake the functions they are engaged to perform and be able to:

- recognize and act against hazards to physical safety;
- have an awareness of early childhood development with an ability to apply that awareness to the program;
- provide a variety of learning and social experience appropriate to the group of children in attendance;
- be thoroughly familiar with objectives, policies and procedures of the day care centre;
- demonstrate the ability to communicate with parents. (Yukon, Section 3(1), 1986, p. 2)

Yukon College offers a part time program in early childhood development with a full time two year diploma program planned to begin in January 1989.

There are approximately 70 people employed in licensed child care facilities in the Yukon. The average salary is approximately \$7.00 per hour with little or no benefits (Yukon. Department of Health and Human Resources, Day Care Services, Unpublished data, 1990).

## Child Care Organizations

The Yukon Child Care Association is the advocacy group for child care in the Yukon. The association's mandate is to help raise the quality of care Yukon children receive. They have existed as an organization since the early 1970s and have a membership of approximately 60 people throughout the Yukon.

There are no support services at present.

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## APPENDIX A

### GLOSSARY OF DEFINITIONS

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#### Licensed Core Care Types

1. Child Care Centre: group care provided for children in a facility (other than a home). Group size may vary.
2. Family Day Homes (FDC): care for children in a private home other than their own home.
3. Family Group Day Care: no definition.
3. Infant Care: care provided for children under the age of 18 months.
4. Toddler Care: care provided for children 18 months to under three years of age.
5. School-Age Care: no definition.

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#### Supplemental Care Types

1. Child-Minding: no definition.
2. Public Kindergarten: half day educational programs operated under the aegis of the Department of Education for children in their pre-grade one year (generally for five year olds).
3. Private Kindergarten: no definition.
4. Junior Kindergarten: half day educational program provided under the aegis of the Department of Education for four year olds.
3. Recreation Programs: falling under the auspices of municipal governments, these are recreation type programs offered for children aged six to twelve years during school holidays or for professional days.

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## Unlicensed and Excluded Care

Family day home facilities may operate without a license if a caregiver is providing care to less than four children not related by blood or marriage to the caregiver.

Additionally, the Yukon does not license programs under three hours. Therefore, nursery school programs are excluded from licensing.

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## Chapter 4

### ADDENDUM: CHILD CARE LEGISLATION IN THE YUKON, 1988-1990

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In the Spring of 1988, the Yukon Territorial Government released a policy paper detailing eight principals for the development of child care in the Yukon. They were:

1. **Quality:** Child care services should maintain basic standards in programming, staff to child ratios, staff qualifications, health, safety and nutrition.
2. **Parental Choice:** The well-being of children is the parent's responsibility. The choice of child care is a parental responsibility.
3. **Accessibility:** Child care services should be available to all families regardless of income, employment status or geographic location.
4. **Affordability:** Services should be affordable. Cost should not be a barrier to access.
5. **Comprehensive Service:** A wide range of services should be available. A comprehensive child care program will provide for infants, preschoolers, school age children and children with special needs. The range of service must consider such needs as shift-work, part time work, after school care, respite care and seasonal work.
6. **Government Responsibility:** It will take active government participation to develop and implement a complete network of child care services in the Yukon.
7. **Accountability:** Regular monitoring and financial accountability should be provided to parents and other taxpayers. Licensing is the best way to make sure that these standards are met.
8. **Non-profit vs. Profit:** The best use must be made of public funds. During the consultation process the majority of Yukoners supported non-profit child care (Yukon, 1988, April, p.7).

Plans for a full scale consultation process were announced at that time. A consultation panel was appointed and visited every Yukon community to gather peoples' views on child care in the Yukon. While demonstrating a diversity of views on some issues, Yukoners agreed on many things. In August 1988 the results of the process were published in a report *We Care: Yukoners Talk About Child Care*.

From that document the Yukon Government released in January 1989 *Working Together: A Child Care Strategy for the Yukon*. The Strategy describes what the government intends to accomplish over a four year period working with parents, caregivers and community organizations.

The objectives of the strategy are:

- To more than double the number of licensed child care spaces to provide services for up to 40% of preschool children in each Yukon community (based on the population in 1988, this would represent an increase from about 560 to 1200 licensed child care spaces);
- to provide full financial assistance for all low-income families requiring child care services;
- to have the majority of child care operators and workers obtain training in early childhood development;
- to provide developmental services for special needs preschoolers in all Yukon communities;
- to recognize and support the aspirations of the Indian community to promote and provide culturally appropriate child care services;
- to recognize the value of child care employment through pay parity for child care workers with comparable service sector occupations;
- to contribute towards the operating costs of licensed child care services in order to improve the quality of care and maintain user fees at levels comparable to those charged in 1988;
- to support infant, after-school, preschool, respite, 24-hour and seasonal child care programming in Yukon communities;
- to provide and encourage services for parents to enable them to remain at home to care for their children, especially during the preschool years;
- to establish legislation which fosters the development of quality child care with community and parental involvement (Yukon, 1989, January, pp. 1-2).

The following describes some of the work that has been accomplished during the first year of the Strategy:

- The Child Care Development Program (1989), which provides grants to assist with the capital costs related to the creation of new licensed spaces and the improvement of existing services, supported the creation of new spaces throughout Yukon in 1989 and 1990.
- The scope of the Child Care Capital Development Program was broadened to provide funding for school age programs, preschool programs, organizational support, startup operating costs, and equipment required by special needs children.
- The funding guidelines of the Child Care Capital Development Program were amended to assist two for-profit centres to convert to a nonprofit structure.

- The Child Care Subsidy Program, which provides financial assistance for low income families to assist with child care costs, was enriched, which greatly increased the number of eligible families. In addition, it was revised so that child care operators are paid in advance for child care services.
- A territory-wide child development service was started for special needs preschool children and a program was put in place to support preschool children with special needs in licensed child care services. A model class room was established at the Child Development Centre to integrate children with special needs with non-handicapped children. The classroom will be used for training child care workers and parents.
- An early childhood development course has been offered at Yukon College on a full time basis since January 1989.
- The Council for Yukon Indians received a grant from the federal government to develop culturally appropriate curriculum for Indian child care.
- A wage enhancement program was introduced to increase the wages of child care workers based on qualifications and training.
- The Yukon Child Care Association received a three year grant from the federal government to develop a family resource centre to support families, children and the child care community.
- A new Child Care Services Unit was established within the Department of Health and Human Resources to support the growing child care system in the Yukon.
- A new Act was passed in the legislature in the spring of 1990 and proclaimed July 1, 1990.

The new Child Care Act legislated many important changes, the most significant of which were:

1. the recognition of child care services as "...supportive of healthy families, healthy communities and a healthy economy..." (*Yukon, Child Care Act, 1990*, p. 1);
2. the defining of objectives relating to:
  - the development of quality child care services with parental and community involvement;
  - supporting a range of child care programming in Yukon communities; and
  - recognizing and supporting the aspirations of Yukon First Nations to promote and provide culturally appropriate child care services;
3. the establishment of a new Yukon Child Care Act Board whose mandate it is to advise the Minister on all aspects of child care and to hear appeals under the Act;
4. expanding the legislation with respect to enforcement procedures; and
5. clearly defining an appeal process (*Yukon, 1990*).

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## Chapter 5

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## CANADIAN NATIONAL CHILD CARE STUDY GLOSSARY

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This glossary contains the definition of terms used in the Canadian National Child Care Study and in research reports.

### General Terms:

**Interviewed Parent (IP):** The adult in the economic family who is most responsible for making child care arrangements. If there are two parents and they make the child care arrangements jointly and equally, the female parent was the IP. **NOTE:** This term replaces that of Designated Adult (DA), which appears in the NCCS Questionnaire and in the National Child Care Survey Microdata User's Guide.

**Parent:** For the purposes of this survey, a parent is defined broadly and includes a natural, step, or foster parent, as well as a guardian or other relative who has assumed the role of a parent for a child younger than 13 years of age who is a member of their economic family.

**Reference Week:** The reference week is the full week (Sunday to Saturday) prior to the date of the interview with the interviewed parent (IP) for which detailed data about parents' employment and child care were collected. For this survey, the reference week could have been any of the following weeks: the weeks of September 11-17, September 18-24, September 25-October 1, October 2-8, October 9-15, October 16-22, or October 23-29, 1988.

**Reference Year:** The reference year for the survey was the 12-month period from October 1, 1987 to September 30, 1988.

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### Children and Child Care:

**Affordable:** The degree to which an IP reported a given type of child care as reasonable or acceptable relative to family income, expenditures, and personal expectations.

**Before and After School Program:** A group program designed to provide care for children age 6 through 12 years during non-school hours including before school begins, after school ends, and in some instances, the noon hour and professional development days. These programs are generally offered by school boards, non-profit societies or agencies, community centres, and in family day care homes. In several provinces, school-age programs are licensed as

recreational programs. In the Yukon, child care legislation does not include out-of-school programs.

**Care by a Non-relative:** Care of a child provided by a person who is not related to the child in either the child's home or the caregiver's home. Care by a non-relative in the caregiver's home may also be referred to as family day care or family home day care. See Family Day Care.

**Care by a Relative:** Care of a child provided by a relative of the child (grandparent, aunt, uncle or other relative) either in the child's home or the relative's home. **NOTE:** In this study, care by the IP's resident spouse and care by an older sibling are considered separately. Care by a non-custodial parent is considered care by a relative.

**Care by Sibling:** Child care provided by an older brother or sister living in the same dwelling.

**Care by Spouse:** Care of a child provided by the resident spouse or partner of the IP while the IP was working or studying.

**Caregiver:** A caregiver is a person other than the IP who provided child care during the reference week or reference year.

**Care While Working:** Care of a child by the IP or resident spouse while the respective parent was engaged in work for pay or profit or in unpaid family work. See Work.

**Centre-Based Group Care:** Group care provided for children in a facility other than a private home. In Newfoundland group care may be provided in a private dwelling. In some provinces part-time centre-based programs are referred to as preschool or nursery school.

**Child Care:** Child care is any form of care used by the IP for children under 13 years of age while the IP was engaged in paid or unpaid work, study, or other personal or social activities during the reference week. Care is classified by method of care (e.g., day care centre, before and after school program, informal babysitter, etc.); by location (e.g., school, own home, other private home, elsewhere); and by relationship of the child to the caregiver (e.g., aunt, grandparent, or non-relative).

Also identified in the survey is time children spent in school, in their own care, or in the care of a sibling or IP's spouse while the IP was working or studying.

**Child Care Arrangement:** The term "child care arrangement" refers to care provided by a specific child care program (the Three Bears Nursery School) or caregiver (Mrs. Ames, a neighbour; or Betsy, John's oldest sister) for a child younger than 13 years of age.

**Child Care Availability:** The extent to which specific types of child care are perceived by an IP to be available and/or accessible for a specific child in the economic family for the hours needed.

**Child Care Support:** The IP's report of the availability of individuals (other than a spouse or partner) for assistance with unexpected child care for short periods of an hour or two, and longer periods of a day or two, including overnight.

**Child in Own Care:** Time spent by a child younger than 13 years of age when the child is not under the supervision of an adult or older sibling while the IP is working or studying. Not included is time spent in transit or relatively brief periods of time.

**Child Minding:** Generally drop-in, short-term or occasional child care. In British Columbia, such care is provided in a group care facility; in Manitoba, in the child's own home; in Prince Edward Island, in occasional centres. Such care is termed "stop-over care" in Quebec.

**Children:** Children are household members who, at the time of the survey reference week, were younger than 13 years of age.

**Community Day Care Home:** New Brunswick term. See Family Day Care.

**Cost of Child Care:** The amount of actual child care expenses paid by parents to an individual or centre for child care.

**Day Care Centre:** Day care centres provide care for children in group settings located in a variety of places including schools, community agencies, dedicated buildings, workplaces, and religious institutions under a variety of auspices including publicly-funded non-profit societies, private or commercial day care operators, and employers. Centres may provide full-day and part-day care.

**Family Day Care:** Child care offered in the home of a provider (caregiver) who may or may not be licensed or approved by a government or community agency to provide care for children. The age range of children varies from province to province. Also called Private Home Day Care in Ontario, Community Day Care Homes in New Brunswick, Family Day Homes in Alberta, Home Care in Quebec, and may also be referred to as Family Home Day Care.

**Family Group Day Care Home:** Family day care provided for a larger number of children in a private home by two or more caregivers. This type of care is available in Manitoba.

**Infant:** The term used by Health and Welfare Canada in their Status of Day Care Reports for a child under 18 months of age.

**Infant Care:** Care provided for children under 18 months in some provinces and under two years of age in other provinces, as defined by provincial legislation. In Newfoundland, group care for children under two years is prohibited.

**Junior Kindergarten:** An educational program offered by school boards for four-year-old children. Such programs are legislated in a limited number of provinces, and are provided on part-day and/or part-week schedules.

**Kindergarten:** An educational program offered for five-year-old children by school boards, universities, private schools, and non-profit societies or agencies on either a part- or full-day basis. New Brunswick, Prince Edward Island and Alberta do not legislate public kindergarten programs.

**Licensed Child Care:** Child care offered in a day care centre, nursery school, or family day care home which has been sanctioned by governmental authorities on the basis of meeting minimum standards of health, safety, and program quality.

**Main Method:** The single method of care other than school identified by the IP as the main method used for the target child during the reference week to allow the IP to work or study. Detailed information was collected about how parents searched for the main method, decision-making criteria, difficulties finding care, and satisfaction with the main method of care. **NOTE:** In most cases, but not all, the main method of care is synonymous with the primary child care arrangement used for the target child while the IP was working or studying. Differences reflect the fact that the main method of care excludes school as an alternative and was subjectively identified by the IP, while the primary care arrangement was mathematically derived.

**Neighbourhood Support:** The IP's report of the number of resources in her or his neighbourhood including activities for children, drop-in day care centres and play groups, toy lending libraries, parenting groups, and child care information and referral services.

**Non-Parental Child Care:** Child care provided in any group program, including school, or provided by a relative or non-relative during the reference week. Care by an older sibling and self care while the IP was working or studying are also considered types of non-parental care. Exclusive parental care may be provided by a parent who is not employed, or may result when parents off-shift work or study hours (where there is no overlap in parental work schedules, so that one parent is always available for child care), and/or are able to provide care themselves while they are at work.

**Nursery School:** A group program offered on a part-time basis generally for children three and four years of age by community centres, parent cooperatives, churches, non-profit organizations, and sometimes by school boards. Age ranges vary between two and six years from province to province. Also called preschool programs.

**Occasional Centre:** A facility which primarily provides supervision of children who attend on an irregular or one-time only basis. See Child Minding.

**Preferred Child Care:** The type of care indicated by the IP as preferable for a specific child in the family, given family income and the current work schedule of the parent(s).

**Preschooler:** A child aged 36 months to 71 months.

**Preschool Program:** See Nursery School.

**Primary Child Care Arrangement:** The supplemental care arrangement used for the largest number of hours in the reference week for a particular child. Primary care arrangements may be defined with respect to the IP's main activity while the child was in care, in which case, one can refer to the primary arrangement used for a particular child while the IP was working; or studying; or working and studying; or for any and all purposes during the reference week.

**Private Home Day Care:** Ontario term. See Family Day Care.

**Relative:** A relative is any person related to a child by blood, marriage, or adoption. If a child's parent does not live in the same household (i.e., is an ex-spouse or is separated from the IP), he/she is considered to be a relative of the child for the purpose of describing child care arrangements.

**School:** A graded or ungraded educational program for children under 13 years of age which includes both publicly funded and private schools. In this study, kindergarten is included in a separate category.

**School-age Care:** See Before and After School Program. In Quebec the term is School Day Care.

**School-aged Child:** A child aged six years to under 13 years.

**Subsidized Care:** Care provided to a child under 13 years of age for whom at least part of the child care fee is paid from government sources under the provisions of the Canada Assistance Plan and provincial day care regulations. In Quebec the terminology is somewhat different and subsidized care may be referred to as financial aid.

**Supplemental Child Care:** Any form of child care used in the reference week to supplement care provided by the IP (other than care by the IP while working) as captured in the Child Care Interview, Sections E-N. Such forms of care include school, day care centres, before and after school programs, nursery schools and kindergarten, and care by a relative or non-relative either in the child's home or in another home. Also included is care provided by a spouse or older sibling and self-care while the IP is working or studying. Not included as supplemental care is time spent in the care of a spouse or older sibling or self-care at times other than while the IP was working or studying, and time spent in recreational activities, music lessons or other incidental activities.

**Target Child:** One child selected from each economic family for whom additional information was obtained. This information includes data on the main method of care used in the reference week while the IP was working or studying, and methods of care used and problems experienced throughout the reference year.

While target children were randomly selected within families, children under the age of six years were given four times the probability of selection in families in which there were both children 0-5 and 6-12 years of age. Estimation procedures, however, ensure that the target child is representative of children of all ages so that estimates are not biased in favour of younger children.

**Toddler:** A child aged 18 to 35 months.

**Toddler Care:** Generally, care provided for children aged 18 months to 35 months, however, minima and maxima vary from province to province. Some provinces do not specify programs for toddlers. Also called Under Age Three programs in British Columbia.

**Type of Care:** Type of care refers to a **method** of child care used for a child younger than 13 years of age. Types or methods include group care (nursery school, day care centre, before and after school program); care in the child's home; family home day care; care by the IP or spouse while at work; and care by self, spouse or an older sibling while the IP was working or studying. See also Child Care; Child Care Arrangement.

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## Family and Family Types:

**Census Family:** Sometimes referred to as an "immediate family" or "nuclear family", a census family consists of either a husband and wife (with or without children who have never married) or a parent with one or more children who have never married, living together in the same dwelling. Never married children, regardless of their age, who live with their parent(s) are considered a part of the family; i.e., a census family includes adult children as long as they are not married, separated, divorced or widowed.

For purposes of the CNCCS, adopted children, step-children, and guardianship children are counted as own children.

**Dual-Earner Families:** Two-parent families in which both the IP and spouse were employed, full- or part-time, during the reference week. Also referred to as two-earner families.

**Economic Family:** All household members related by blood, marriage or adoption are members of the same economic family. The family includes the IP, his/her spouse (including common-law partner), children (natural, adopted, step, or foster children), sons/daughters-in-law, grandchildren, parents, parents-in-law, sisters, brothers, aunts, uncles, cousins, nieces, and nephews.

The economic family does not include roomers, boarders, friends, and other people who usually reside in the dwelling but who are not related by blood, marriage (including common-law) or adoption to any other family member. These persons form separate family groups. A foster child of 18 years of age or older forms a separate family group.

**Families With a Special Needs Child:** Families in which at least one child under 13 years of age was reported by the IP to have a long-term disability, handicap, or health problem. Major categories of special needs include: respiratory ailments, cognitive impairments, sensory deficits, physical handicaps, chronic diseases and other long-term problems.

**Family/Child Care Tension:** The amount of tension, discomfort, or distress that IPs who are not in the labour force reported experiencing in juggling homemaking tasks, children's schedules, their own needs, and other aspects of family life on a general, everyday basis.

**Farm Family:** An economic family residing in a rural area in which either the IP or spouse identified him/herself as self-employed in the occupation of farming in the reference week.

**First Generation Canadians:** Families in which the mother or father of either the IP or spouse was born in a country other than Canada are considered first generation Canadians in this survey.

**Household:** A household is any person or group of persons living in a dwelling. A household may consist of one person living alone, a group of people who are not related but who share the same dwelling, or one or more families.

**Household Member:** A household member is a person who, during the survey reference week, regards the dwelling as his or her usual place of residence or is staying in the dwelling and has no usual place of residence elsewhere.

**Immigrant Family:** An immigrant family is an economic family in which either the IP or spouse has a country of origin other than Canada. For this study, immigrant families are classified relative to the length of time they have resided in Canada. Immigrant families are also classified relative to the first language spoken by either the IP or spouse. See Long-term Immigrant Families; Recent Immigrant Families.

**Long-term Immigrant Families:** Families in which either the IP or spouse took up permanent residence in Canada on or before December 31, 1972.

**Low Income Families:** In this study, a low income family is one in which the combined annual income of the IP and spouse in two-parent families or total income of the IP in one-parent families fell below the 1987 low income cut-off points established by Statistics Canada. These low income cut-off points are set at levels where, on average, 58.5% of census family income is spent on food, clothing and shelter. Low income cut-off points vary according to the size of the family and community of residence. The terms "low income cut-off" and "poverty line" are often used synonymously. No correction was made in this study for families in which 1987 incomes were affected by the death of a parent, the dissolution of a marriage, or similar circumstances. Low-income status could be assigned only to those economic families which could be classified as census families as well.

**One-Earner Couples:** Two-parent families in which only the IP or the spouse was employed in the reference week.

**One-Parent Family:** A family in which at least one child is under 13 years of age and the IP is not residing with a spouse. NOTE: Married or common-law married IPs who do not reside with their spouse are considered one-parent families in this study even though they are still legally married.

**Recent Immigrant Families:** Families in which either the IP or spouse took up permanent residence in Canada on or after January 1, 1973.

**Rural Area:** All territories lying outside urban areas with populations less than 15,000. NOTE: Readers should note that this definition of rural departs from the usual Statistics Canada definition which defines rural as areas with populations of less than 1,000.

**Spouse:** The family member who is married to or living in common-law with the IP. A spouse or partner not usually residing in the household with the IP is not considered to be a spouse for the purposes of this survey. See One-Parent Family.

**Stay-At-Home Parent:** An IP in a one-parent or two-parent family who does not work for pay or profit or as an unpaid family worker. See Work.

**Total 1987 Income of IP:** Total income of the IP consists of all money income receipts received during the 1987 calendar year from the following sources: wages and salaries (before deductions for taxes, pensions, etc.); net income from self-employment (including net income from farming, independent professional practice and roomers and boarders); investment income (i.e., interest, dividends, rental income); government payments (such as Family Allowances, refundable provincial tax credits, child tax credit, federal sales tax credit); pensions (such as retirement pensions, annuities and superannuation); and miscellaneous income (e.g., scholarships, alimony, etc.).

**Total 1987 Income of IP's Spouse:** Total income of IP's spouse or partner is defined in the same way as for the IP.

**Total 1987 Parental Income:** The total 1987 income reported by the IP for both her/himself and the spouse or partner. **NOTE:** Total 1987 parental income corresponds to 1987 census family income in those families in which only one or both of the parents were income earners. No correction was made in cases in which 1987 or 1988 incomes were affected by the death of a parent, the dissolution of a marriage, or similar circumstances.

**Two-Parent Family:** A two-parent family is one in which the economic family consists of an IP and spouse or partner and at least one child under 13 years of age.

**Urban Area:** A continuously built-up area with a population concentration of 1,000 or more and a population density of 400 or more per square kilometre based on the 1986 census. To be considered continuous the built up area must not have a discontinuous area exceeding two kilometres. Three sizes of population areas are distinguished: (1) Large Urban Centres with populations of 100,000 or greater, (2) Mid-sized Urban Centres with populations ranging from 15,000 to 99,999, and (3) Small-sized Urban Centres with populations of 15,000 and under.

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### **Work and Study:**

**After School Hours:** Weekday afternoons between 3:00 pm and 6:00 pm.

**Compressed Work Week:** A weekly pattern of work in which 35 or more hours of work are normally scheduled in fewer than five days.

**Employed:** An employed person is one who, during the reference week, did any work at a job or business, or who had a job but was not at work due to illness or disability, personal or family responsibilities, bad weather, labour dispute, vacation, or other reasons (excluding lay-off or hired but waiting to commence a job). A woman on maternity leave who did not work in the reference week is considered employed. See Work.

**Employed Full-time:** A person who usually works 30 or more hours per week in all jobs, with the exception of employees in certain occupations who, by contract, are considered to be full-time workers but who are prohibited from working 30 or more hours (e.g., airline pilots).

**Employed Part-time:** A person who usually works fewer than 30 hours per week at all jobs.

**Employer Support:** This term refers to a variety of ways in which an employer or employment situation is supportive of the roles and responsibilities of working parents. Employer supports include benefits such as extended parental leave policies, workplace child care, options for part-time employment or job-sharing, and flexibility in scheduling.

**Evening Hours:** Weekday evenings between 6:00 pm and 10:00 pm.

**Extended Work Week:** A weekly pattern in which 40 or more hours of work are normally scheduled across six or seven days.

**Flexibility in Work Arrangements:** Work arrangements in which the hours of work can be flexible or the place of work is the home.

**Industry and Occupation:** The Labour Force survey provides information about occupation and industry attachment of employed persons and unemployed persons, as well as those not in the labour force, but who have held a job in the past five years. Since 1984, these statistics have been based on the 1980 Standard Occupational Classification and the 1980 Standard Industrial Classification.

**Not in the Labour Force:** Persons who, during the reference week, were neither employed nor unemployed, i.e., persons who were unwilling or unable to participate in the labour force.

**Off-Shifting:** In dual-earner families, a work pattern in which there is little or no overlap in the work schedules of the couple.

**Serious Student:** A serious student is one who engages in full- or part-time study to improve job opportunities or career development, or to increase earnings.

**Shift Pattern:** In this study, five categories of work shifts are defined relative to the parent's usual stop time on days worked in the reference week.

- Early day shift (finishing between 10:00 am and 3:00 pm)
- Day shift (finishing between 3:00 pm and 6:00 pm)
- Late day shift (finishing between 6:00 pm and 10:00 pm)
- Night shift (finishing between 10:00 pm and 10:00 am)
- Split, irregular or changing shifts

**Split Shift:** A pattern of work in which there are breaks of two or more hours between blocks of work on any given day excluding overtime hours.

**Standard Work Week:** A work schedule consisting of 30-40 hours of work normally occurring between 8:00 am and 6:00 pm from Monday to Friday.

**Study:** Study means attendance at a school, college or university. Attendance refers to taking a course (including correspondence courses) or program of instruction that could be counted towards a degree, certificate, or diploma. School or college refers to all types of public and private educational establishments such as high schools, community colleges, secretarial schools and vocational schools.

Personal interest courses such as night courses in pottery or woodworking are not credit courses unless they are part of a program of instruction that grants a degree, certificate or diploma.

Unlike the concepts of full-time and part-time work, being enroled as a full-time or part-time student is not necessarily related to the number of hours of schooling undertaken each week. The classification of full- or part-time students in this study reflects how schools classify their students. See Serious Student.

**Unemployed:** An unemployed person is one who, during the reference week:

- a. was without work, had actively looked for work in the past four weeks (ending with the reference week), and was available for work.
- b. had not actively looked for work in the past four weeks but had been on lay-off and was available for work. (Persons are classified as being on lay-off only when they expect to return to the job from which they were laid off.)
- c. had not actively looked for work in the past four weeks but had a new job to start in four weeks or less from the reference week, and was available for work.

**Variable Work Pattern:** A general term referring to a pattern of work that is variable either in the number and/or scheduling of days worked from week to week, or in the scheduling of hours worked from day to day within a week. See Variable Work Schedule; Variable Work Week.

**Variable Work Schedule:** A work schedule characterized by significant variation in the beginning and/or ending time of work days in the reference week. Variability in work scheduling was categorized as minor (variation of less than two hours), moderate (variation between three and four hours), or major (variation of five or more hours between the earliest and latest start time, earliest and latest stop time, or total number of hours worked per day).

**Variable Work Week:** A pattern of work that varies from week to week. Workers may know these changes in advance as with rotating shifts. Alternatively, work days and work hours may not be known in advance, as in work done on an on-call basis such as supply teaching, nursing, free-lance work, or other casual labour.

**Work:** Work includes any activities performed for pay or profit; that is, paid work in the context of an employer-employee relationship, or self-employment. It also includes unpaid family work, i.e., unpaid work which contributes directly to the operation of a farm, business or professional practice owned or operated by a related member of the household. Pay includes cash payments and payment in kind, whether or not payment was received in the week or year the duties were performed. Work includes any periods of paid leave such as sabbatical, paid sick leave, etc. **NOTE:** The use of the term "work" in this sense does not imply that unpaid labour at home is not work in a more generic sense or that such contributions are not valued.

**Work/Family/Child Care Tension:** The amount of tension or personal discomfort reported by IPs who worked in the reference week or the amount they experience on a general basis in juggling work, family, and child care responsibilities. This term is related to concepts of role conflict, role strain, work-family interference, and work-family conflict.

**Work Preference:** The IP's preference to work full-time, part-time, or not to work at a job or business.

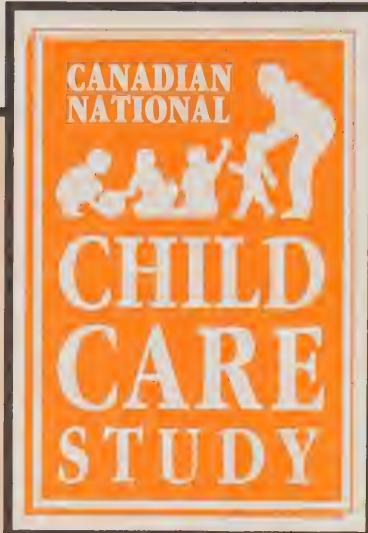
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## The Canadian National Child Care Study

is a collaborative research project among four members of the National Day Care Research Network, Statistics Canada, and Health and Welfare Canada.

It was designed to provide comprehensive and reliable information about



Canadian families and their child care arrangements, parental work patterns, and factors that affect families as they strive to maintain their family's economic well-being and meet the needs of their children.

Major research reports based on the study can be ordered directly from Statistics Canada.



### *Introductory Report*

*Where are the children? An overview of child care arrangements in Canada  
Where are the children? An analysis of child care arrangements used while parents work or study*

*Parental work patterns and child care needs*

*Work place benefits and flexibility: A perspective on parents' experiences*

*Patterns of child care in one-and two-parent families*

*Stay-at-home parents: An option for Canadian families*

*Canadian child care in context: Perspectives from the Provinces and Territories*



Additional research reports are being planned that will address:

- Infant Care
- Care for School-Age Children
- Family Day Care Arrangements
- Urban and Rural Families
- Immigrant Families and Their Child Care Arrangements
- Children with Special Needs
- Work, Family and Child Care
- Affordability and Availability of Child Care Alternatives
- Perceived Effects of Child Care Experiences on Children and Their Parents
- Inter-Provincial Differences in Child Care Use Patterns

Researchers can obtain a copy of the public use microdata tape of the National Child Care Survey and a copy of the Microdata Users' Guide by contacting the Special Surveys Group, Household Surveys Division of Statistics Canada.



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